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INTRODUCTION

The general Draft Convention concerning the reduction of hours of work to forty in the week adopted by the International Labour Conference at its Nineteenth Session (1935) provides that each State ratifying it "declares its approval of (a) the principle of a forty hour week applied in such a manner that the standard of living is not reduced in consequence and (b) the taking or facilitating of such measures as may be judged appropriate to secure this end." It also contains an undertaking to apply this principle to each sector of employment in accordance with the detailed provisions to be prescribed by such separate Conventions as are ratified by the State.

It was with a view to the adoption of one of these separate Conventions that the Nineteenth Session of the Conference invited the Governing Body of the International Labour Office to consider the placing of the reduction of hours of work in the printing and bookbinding trades on the agenda of a future session of the Conference. The Resolution on this question which was submitted by Mr. Nezvadek, Czechoslovak Workers' Delegate, and was adopted by 60 votes to 3 reads as follows:

"Considering that unemployment is particularly widespread in the printing and bookbinding trades in nearly all countries;

"Considering that the mechanisation and rationalisation of unfer takings in those trades has reached an advanced stage;

"Considering that even if the world economic depression had not occurred unemployment would have become a permanent phenomenon in the printing and bookbinding trades as a result of technical development;

"Considering that in view of the unemployment prevailing in all occupations the restriction of the admission of apprentices can no longer be applied as a corrective to the same extent as formerly;

"Considering that even before the world war hours of work in the printing and bookbinding trades were shorter than in most other industries;

Considering that the collective agreements which have been concluded between employers and workers' organisations in the printing and bookbinding trades in most countries are of a nature to facilitate the necessary adaptations;

‘ The International Labour Conference requests the Governing Body of the International Labour Office to consider the desirability of placing the question of the reduction of hours of work in the printing and bookbinding trades on the Agenda of the 1936 Session of the Conference ’’

On the basis of a brief report prepared by the Office on the law and practice as regards this question, the Governing Body at its Seventy-fourth Session (February 1936) decided by 18 votes to 9 to place the question of the reduction of hours of work in printing and kindred trades on the Agenda of the Twenty-third Session of the International Labour Conference (1937). At its next Session (April 1936) the Governing Body considered the method to be adopted for consulting experts on the question. It decided by 16 votes to 6 to convene at the end of 1936 or the beginning of 1937 a preparatory technical tripartite meeting, to which the States with the largest number of wage earners in the printing and kindred trades would be invited. The Governing Body was to be represented by three of its members, one for each group.

This Meeting was held at Geneva from 30 November to 4 December 1936 and was attended by 81 persons, representing 17 countries, as delegates or advisers. Its proceedings began with a comprehensive general discussion on the technical, economic, and social problems relating to printing and kindred trades, after which the Meeting examined in detail the definition of these trades. The results of its work were set forth in a report submitted to the Governing Body, the text of which appears in an appendix to this Report.

At its Seventy-fifth Session the Governing Body instructed the Office to draw up the report to be submitted to the Conference in such a way as to enable it either to follow the usual procedure of holding a first discussion or to take a final decision at once on the adoption of a Draft Convention if this were considered preferable.

discussloo As in the case of the other reports coocerning the reduction of hours of work in various industries that have been prepared by the Office this Report is based primarily on the regulations special to the industry considered A separate report¹ however briefly summarises the provisions of laws and regulations on hours of work applying to industry as a whole in a large number of countries

As the number of persons employed in printing and kindred trades is considerable in most countries, the Office has examined in this Report the regulations in force wherever sufficient information was available, namely for the following countries Argentina Australia Austria, Belgium Canada Czechoslovakia, Denmark France, Germany Great Britain Hungary India Irish Free State, Italy Luxemburg Netherlands New Zealand, Norway Poland Rumania, Spain Sweden, Switzerland, Union of South Africa United States of America, U S S R., and Yugoslavia.

Part II of the Report contains a commentary on the text of a Draft Convention proposed by the Office for consideration should the Conference decide to take a final decision on the question before it

PART I

BASIS FOR A FIRST DISCUSSION

I. — NATURE AND ORGANISATION OF THE WORK

The object of printing is to reproduce letterpress, illustrations and photographs in a large number of copies by applying inked types blocks, etc as a rule to paper. The industry comprises two principal sets of operations the preparation of the printing surface and the actual printing i.e the pressing of the prepared surface on the paper or material to be printed.

The preparation of the printing surface differs substantially according as the subject is letterpress or an illustration. Letter press must always be composed by the grouping of movable typographic characters consisting of small blocks of a lead and antimony alloy each bearing a letter in relief which forms the printing surface. For illustrations, a plate or block must be made, usually of metal the printing surface being in relief or sunk or flat. This last characteristic constitutes the difference between the three main groups of modern processes for reproducing illustrations. Those using a printing surface in relief are by analogy known as typographic the printing is done with a thick ink which is applied by a roller and inks only the salient surface. Photogravure on the contrary uses an incised surface, a fluid ink being employed which remains in the cavities and is scraped from the rest of the surface. In processes where a flat surface is used (lithography offset printing) it is not the shape of the surface but its physical qualities that come into play. The parts which are to produce shadows are covered with a greasy ink so that they take the ink when printed while the other parts are treated with an acid so that they can be kept constantly damp by means of a water roller and thus repel the ink.

Nowadays the original design is only seldom transferred or engraved by hand on the plate, for in the great majority of cases automatic processes are used, based on the fact that bicromated gelatine remains insoluble when exposed to light. It is clear that by means of this property certain parts of the plate, corres-

ponding to certain parts of the design, can be protected, while the rest are attacked by means of chemical reagents, such as ferric chloride

In the modern printing industry, the subject for reproduction is nearly always a photographic plate. The processes mentioned above, however, can only deposit ink on paper, that is to say, produce monochrome surfaces, and they are therefore unsuitable for half-tone work, and must apparently be limited to the reproduction of line blocks. The difficulty has been overcome by photographing the subject through a screen, i.e. a grating of opaque lines on glass which splits up the image into a very large number of dots, the blacker the tone, the closer together are the dots. This process makes it possible to obtain a wide range of tone values.

The reproduction of colours (chromo-typography and chromolithography) is effected by preparing several partial plates and printing them on the same paper with inks of various colours. This process calls for perfect "register", that is, exact superposition of the colours.

In printing proper, composition of the type by hand is limited to special work. For all letterpress of a certain quantity, composing machines are used, they cast the characters by pouring the alloy into matrices, so that new characters are made every time, being made either separately (monotype) or in lines known as slugs (linotype). These machines have done much to increase output.

Printing is effected by means of presses, of which there are many models, varying in speed and the extent to which they work automatically. For small operations and very careful work the hand press or platen press is still used, here both parts, that carrying the type matter or type and blocks (the "forme") and that carrying the paper, are flat. These machines may be worked by hand or by power. Presses for rapid work are always worked by power and are in essence composed of a cylinder which carries the paper and is rolled over the flat printing surface. Some print one side of the sheet only, others, known as perfecting machines, print both sides, all their components being duplicated.

For these machines the paper is used in sheets, and the workers' job is only to place each sheet under the roller when

it is to be printed. But many models include an automatic feeder which grasps one sheet after another and in this case all the worker has to do is to supervise the working of the machine and if necessary adjust it.

Rotary presses are machines for very rapid work. The paper is used in reels which before or after printing are cut to the required size by the machine itself. The printing surface is affixed to a cylinder consequently the printing surface and plates must be curved a result that is obtained by the process of stereotyping. The design is pressed against a "flong consisting of several sheets of "papier maché" pasted together by means of a special machine the incised mould so formed is curved it is then dried and used for casting the printing alloy. The result is a section of a cylinder which can be fitted to the roller of the rotary press. For all these processes machines are used (moulding presses, casting machines, etc.) especially for the printing of the great daily newspapers, and much time is thus saved. In certain printing works recourse is had to stereotyping even if the printing is not to be done in a rotary press, the object being to prevent wear of the characters. Sometimes, when a large number of copies are wanted a rubber mould is made which is covered with metal by electro-typing. In this case, however the processes take a comparatively long time.

Rotary presses are also used for printing illustrations by photogravure, offset, etc methods, in which case the inking system is modified and the rollers are prepared by engraving direct on copper cylinders by mechanical photographic processes based on the properties of bichromated gelatine.

* * *

Stitching and binding processes are in the great majority of cases carried out on a large scale by the use of highly developed mechanical equipment machines for folding fastening sewing gluing up the back, cutting the edges, etc. High-class binding especially in leather still calls for a certain amount of hand work.

* * *

The degree of mechanisation in printing and kindred trades obviously varies widely, from the great daily newspapers to the numerous small printing firms which specialise in job work such as cards, letterheads, etc. As a rule it is considerable, for the trades in question use some of the most highly developed machines devised by modern technique, but the amount of labour employed cannot fall below a certain limit. Some operations, such as composing headlines and most advertisements, making up texts, or retouching photographic plates, can be done only by hand, others, although rather more mechanised, call for the constant supervision and often for the intervention of skilled workers, e.g. photography, offset, engraving plates and cylinders, preparing flong and electrotype. Most printing presses have a complicated mechanism and the staff required for working and maintaining them is by no means negligible. Finally, although mechanical composition has done much to reduce the quantity of labour needed, the number of compositors of all types in a printing establishment must still be high and they continue to form the majority of the staff. Besides the workers employed on storekeeping, delivery, and despatch, this staff also includes non-manual workers, such as proof readers, designers, clerks, etc. It should further be noted that newspaper printing firms have, in addition to their printing staff, reporting, editorial, advertising, etc., departments.

The most striking feature of the labour in printing establishments is its quality. Apart from storekeepers and the like, the workers are highly skilled and often narrowly specialised—as in the occupations of compositor, monotype or linotype operator, maker-up, engraver, photographer, blockmaker, rotary press minder, etc., which call for thorough training, and in particular, a detailed knowledge of the trade. Long apprenticeship is usually needed for the technical training of this labour.

Work in printing and kindred trades does not usually call for a great deal of muscular effort, but it may produce considerable nervous tension owing to the attention to detail and dexterity needed. Further, the worker is often exposed to the effects of noise (composing, printing), lead fumes (blockmaking) harmful gases and chemicals (preparation of electrotype, engraving of cylinders), intense light rays (photography).

Printing and kindred processes do not need to be carried on continuously for technical reasons, but as a rule the news service of the daily press, in particular, implies night work.

II — NATIONAL HOURS OF WORK REGULATIONS SPECIAL TO THE PRINTING AND KINDRED TRADES¹

1 Nature of the Regulations

The printing industry is one in which hours of work are regulated in a large number of countries, not only by general legislation on hours of work applicable to all industries but also by special regulations for printing and kindred trades. These regulations often take the form of collective agreements. In this section which describes the nature of the existing regulations for each country for which information was available mention is made of all the provisions in force, whether applicable to industry as a whole or to printing and kindred trades alone.²

These latter regulations take various forms: special provisions in general legislation (Argentina) Decree (France) codes of fair competition (United States) arbitration awards (Australia, New Zealand) standards of employment (Spain) collective rules (Germany) and collective agreements (a large number of countries: Austria, Czechoslovakia, Denmark, Great Britain, Italy, Luxembourg, Netherlands, Norway, Poland, Rumania, Sweden, Switzerland, Union of South Africa, United States, Yugoslavia).

The existing regulations are reviewed below country by country.

In Argentina apart from the general legislation prescribing the 8-hour day³ some clauses of which deal with certain operations in printing and kindred trades in particular rules of employment⁴ were adopted at Buenos Aires fixing hours of work for the persons employed in the industry.

In Australia the general legislation of some of the States regulates hours of work.⁵ Hours are also regulated by arbitra-

¹ In the references given below the abbreviation L.S. refers to the *Legislative Series* published by the International Labour Office, and the abbreviation B.R. to the *Bulletin* of the former International Labour Office at Basle.

² On the other hand, provisions concerning only women and young persons have been left out of account, because comparatively few of them are employed in these trades.

³ Act of 12 September 1929 of L.S. 1929—Arg. 1; and Decree of 11 March 1930 of L.S. 1930—Arg. 1.

⁴ Rules of employment of the Federation of the Buenos Aires Printing Industry 1929.

⁵ L.S. 1932—Austral. 5 and 1933—Austral. 1; B.R. 1913.

tion awards¹ and collective agreements. The general legislation fixes a 44-hour week in New South Wales and Queensland and a 48-hour week in Tasmania and Western Australia.

In *Austria* hours of work are fixed at 8 in the day by general legislation². There are two collective agreements, one for printing and kindred trades throughout the country³, the other for the Vienna daily newspaper⁴.

In *Belgium* the regulation hours of work are 8 in the day and 48 in the week under a general Act of 14 June 1921⁵. An Order⁶ issued under the Act provides for an exception to the normal regulations for certain book-printing and allied trades. A national collective agreement⁷ regulates the conditions of employment in these trades, while another collective agreement⁸ fixes hours of work for newspaper printing in Brussels.

It may be added that the Act of 9 July 1936 provides for the possibility of gradually reducing hours of work to 40 in the week for workers employed in industries or branches of industries where the work is carried on in unhealthy, dangerous or exhausting conditions. So far the only application made of this Act has related to mining.

In *Canada*, besides the general legislation limiting hours of work in various Provinces, a regulation of the British Columbia Board of Industrial Relations⁹ provides, in conformity with the British Columbia Hours of Work Act, for special conditions for certain branches of lithography in the Province. Under the Hours of Work Act of Quebec, an Order in Council¹⁰ introduced

¹ Awards of the Commonwealth Court of Conciliation and Arbitration of 15 March 1926, revised on 15 December 1927, of 10 February 1932, revised in 1936, and of 21 July 1932. Cf *Commonwealth Arbitration Reports*, Vol XXIII, p 124 and XXV, p 1264, Vol XXXI, p 152 (the 1936 award was reported in the press), Vol XXXI, p 451.

² L S 1920—Aus 12-15 and 1933—Aus 5.

³ General collective agreement of 1 July 1931, in force until 30 June 1936.

⁴ Collective agreement of 13 July 1931, in force until 30 June 1936.

⁵ L S 1921—Bel 1.

⁶ Order of 25 January 1929, cf L S 1929—Bel 1.

⁷ Collective agreement of 22 June 1931, concluded between the Federation of Belgian Employers in the Book-Printing Industry, the Belgian Typographical Federation, and the Central Federation of Workers in the Book-Printing and Allied Trades in Belgium.

⁸ Collective agreement of 80 June 1934, concluded between the Daily Newspaper Publishers' Alliance of Brussels and the Neutral Federation of Typographical Workers.

⁹ Regulation No 10 of 14 June 1934, cf *Labour Gazette*, 1934, p 641.

¹⁰ Order in Council No 2291 of 15 August 1935. Cf *Quebec Official Gazette*,

the 40 hour week for the printing trades in the judicial districts of Chicoutimi Lake St John and Charlevoix Saguenay while another¹ made the conditions of employment in particular the 48-hour week, fixed by collective agreement binding for the districts of Quebec, Beauce and Montmagny

In addition a certain number of local collective agreements² apply to various branches of the printing industry

In China the printing and kindred trades should normally be subject to the hours of work provisions of the Factory Act promulgated by the National Government on 30 December 1920 and amended by the Act of 30 December 1932. In a communication to the International Labour Office dated 18 January 1934 however the Chinese Government stated that owing to the prevailing economic conditions and the position of the labour market in China it was impossible to apply the 48 hour week strictly but that everything possible was being done to establish the principle of a 48 hour week as defined by section 8 of the Factory Act and that attempts to limit the working of overtime would be continued. At present hours of work are governed principally by works rules a certain number are in force in the printing industry.

In Czechoslovakia within the limits of the 48 hour working week prescribed by the general Act of 10 December 1918³ collective agreements have been concluded for the various printing and kindred trades in different parts of the country.⁴

¹ Order in Council No. 101 of 3 October 1931 Cf Quebec Official Gazette 6 and 18 October 1931

² Labour Gazette Vols. XXXI to XXXV

³ I.L.B. 1919 p. 26.

⁴ Collective agreement of 1 January 1933 concluded between the Association of Employers' Organisations in the Printing Industry in Czechoslovakia and the Joint Association of Workers in Printing and Kindred Trades in Bohemia Moravia and Silesia.

Collective agreement of 1930 concluded between the Association of Employers in the Lithographic and Photo-Engraving Trades of Czechoslovakia and the Joint Association of Workers in Printing and Kindred Trades in Bohemia Moravia and Silesia.

Collective agreement of 1930 concluded between the employers' organisations in the printing industry of Slovakia and Carpathian Ruthenia and the printing workers' organisations of Slovakia and the Czechoslovak organisations of workers in bookbinding and allied trades.

Agreement of 10 November 1931 concluded between the Association of Master Lithographers of Czechoslovakia and the Federation of Master Printers in the Northern administrative districts covered by the Reichenberg Chamber of Commerce on the one hand, and the (Reichenberg) Printing Union of Czechoslovakia on the other.

In *Denmark*, hours of work are fixed by collective agreements for printing¹, lithography², and bookbinding³

In *France* hours of work in printing and kindred trades are governed by the Decree of 29 December 1936⁴ fixing the methods of applying the Act of 21 June 1936⁵ which introduced the 40-hour week in industrial and commercial undertakings

Further, since the Act on collective labour agreements⁶ was passed on 24 June 1936, a collective agreement was concluded on 17 December 1936⁷ which deals with the methods of applying the 40-hour week

In *Germany* the Order concerning hours of work in industry in general⁸ lays down the principle of an 8-hour day but allows exceptions, mainly where required by the nature of the work, to be prescribed either by collective rules, or by decisions of the public authority (1) if there are no collective rules, or (2) if the collective rules provide incompletely or not at all for the extension of hours or refer the matter to the decision of the public authority

For printing and kindred trades several collective agreements, since converted into collective rules, apply to printing⁹, process engraving¹⁰, bookbinding and allied trades¹¹, and lithography¹²,

¹ Collective agreement of 1 February 1935, concluded between the Copenhagen Master Printers' Association and the Danish Typographers' Union Collective agreement of 1 July 1936, concluded between the Provincial Master Printers' Association and the Provincial Newspaper Publishers' Association on the one hand, and the Danish Typographers' Union on the other

² Collective agreement of 20 March 1930, amended on 6 February 1935, concluded between the associations of employers and workers in lithographic trades

³ Collective agreements of 15 May 1935 and 31 May 1930, amended on 22 March 1935, concluded between the associations of employers and workers in bookbinding trades

⁴ *Journal officiel de la République française*, 29 December 1936

⁵ L S 1936—Fr 8 See appended report, p 25, note (h)

⁶ L S 1936—Fr 7

⁷ National agreement concerning the conditions of employment in printing and kindred trades concluded between the Federation of French Associations of Master Printers and the French Federation of Printing Workers

⁸ Order of 26 July 1934, cf L S 1934—Ger 13

⁹ National collective agreement of 1 April 1930 for auxiliary staff in book and newspaper printing establishments and collective agreement of 1 May 1932, converted into collective rules on 1 May 1934, for German printers

¹⁰ Collective agreement in force from 28 May 1932

¹¹ Collective agreement in force from 1 April 1930

¹² Collective agreement in force from 1 June 1931

their scope was extended by collective rules issued on 08 August 1931¹, 17 July 1931², 29 August 1931³ and 26 October 1931⁴.

In Great Britain the hours of work of adult male workers (except certain categories of miners and workers employed in automatic sheet glass works) are not subject to statutory regulation. The Factories and Workshops Act however provides for the possibility of limiting the period of employment in dangerous and unhealthy trades. For women and young persons hours are regulated by the Factories and Workshops Acts of 1901 and 1907 and by the Act of 1920 amended in 1930 concerning the employment of women, young persons and children and in mines by mining legislation.

Throughout the printing and kindred trades hours of work are regulated by collective agreements.⁵

In Hungary the Council of Ministers issued on 20 June 1935 an Order giving the Minister of Commerce temporary power to fix hours of work and minimum wages for specified branches of industry. On 10 May 1936 the Minister used this power to issue an Order fixing hours in the multigraph industry at 8 a day and 48 a week. Further collective agreements have been concluded for printing,⁶ bookbinding and paper ruling,⁷ and photogravure.⁸

¹ Collective Rules No. 1813 R.I.III., 1931 No. 20 pp. VI 231 Nos. 2287 and 2291 R.A.B., No. 27 p. VI 857.

² Collective Rules No. 1811 R.I.III., 1931 No. 22 p. VI 163.

³ Collective Rules No. 2013 R.I.III., 1931 No. 20 p. VI, 123.

⁴ Collective Rules No. 4331 R.I.III., 1931 No. 22, p. VI 474.

⁵ General printing (England and Wales except London) and weekly newspaper and periodical printing (England and Wales). Agreement of January 1910 between the Federation of Master Printers and the Printing and Kindred Trades Federation (workers).

Daily newspaper printing (England and Wales except London): Agreement of May 1936 between the Newspaper Society (employers) and the various trade unions.

General printing (Scotland): Agreement of 1923 and 1931 between the Scottish Alliance of Employers in the Printing and Kindred Trades and the Scottish Typographical Association and other unions.

Daily newspaper printing (London): Agreements of different dates between the Newspaper Proprietors Association and the various trade unions.

Process engraving (trade houses): Agreements of April 1927 between the Federation of Master Process Engravers, the Society of Lithographic Artists, Designers, Engravers and Process Workers and the National Union of Printing Bookbinding Machine Ruling and Paper Workers.

⁶ Collective agreement of 31 April 1926, amended on 1 April 1928, and collective agreement of 18 May 1930, amended on 1 April 1928.

⁷ Collective agreement of 20 April 1929.

⁸ Collective agreement of 22 October 1930.

In *India* the Factories Act of 20 August 1934¹ fixes hours of work at 54 in the week. In certain Government and private printing establishments there are regulations fixing hours of work.

In the *Irish Free State* an agreement is in force concerning hours of work in the Dublin newspaper establishments²

In *Italy* hours of work in industry were reduced below the statutory limits of 8 in the day and 48 in the week, fixed by general legislation, as the result of an agreement concluded in October 1934 between the Fascist Confederation of Industrial Employers and the corresponding organisation for industrial workers. This agreement provided that special agreements should be concluded for each branch of industry, specifying the classes of workers in respect of whom the proposed reduction of hours was technically and economically possible. The national federations were also to fix the basic period for the calculation of average hours. It was agreed that overtime should normally be prohibited, but permitted in the exceptional cases specified in section 11 of the Legislative Decree of 15 March 1923, No 692³ (temporary exemptions granted by the Minister for certain industries), and in cases arising out of the special characteristics of each industry (urgent orders, urgent repairs, etc.). Special agreements were concluded in November and December 1934 for the various branches of the printing industry.⁴ The hours of the staff of the State Polygraphic Institute were reduced by a special agreement of 7 December 1934.

The first inter-confederal agreement expired on 16 April 1935 and was replaced by an agreement concluded on 23 June 1935 between the same central organisations, which again provided that the national federations concerned should fix the number of weeks over which hours of work should be averaged. It also stipulated that the national federations might (1) agree

¹ L S 1934—Ind 2

² Agreement of 29 September 1934, concluded between the Dublin News-paper Managers' Committee and the Irish Transport and General Workers' Union

³ L S 1923—It 1

⁴ Cf CONFEDERAZIONE FASCISTA DEI LAVORATORI DELL' INDUSTRIA *Il riasse-
bimento della disoccupazione in Italia*, Series A, No 9, Rome, 1935, pp 77 et seq.

to exemptions under conditions more favourable to the workers than those provided by the legislation (nature of exceptions number of extra hours allowed) in respect of preparatory and complementary work intermittent work technical and seasonal requirements and cases of *force majeure* (2) provide for the reduction of hours of work in classes of employment not covered by the statutory regulations (3) conclude agreements to regulate conditions of employment where there is a shortage of skilled labour or where it is impossible for technical or economic reasons to apply shorter hours of work the class of workers concerned in the latter case being also determined by agreement.

In view of the fact that the provisions of the new inter confederal agreement are substantially the same as those contained in the agreement which expired on 10 April 1935 the previous federal agreements remain in force.

In Japan in addition to the general Act of 20 March 1923¹ relating to factories, which limits the working day to 11 hours including one hour's rest, for women and young persons rules to regulate hours of work have been adopted by certain undertakings in the printing and kindred trades

In Luxembourg hours of work are limited to 48 in the week by general legislation². There is a national collective agreement for printing and kindred trades and a special agreement for one newspaper printing establishment.³

In the Netherlands the general legislation fixes hours of work at 48 in the week⁴. In addition there are separate

¹ L.S. 1923—Jap. 1

² Grand Ducal Order of 30 March 1932, L. S. 1932—Lux. 1

³ Collective agreement of 1 August 1933, concluded between the Luxembourg Master Printers Association and the Luxembourg Typographical Association.

⁴ L.S. 1924—Neth. 5 1926—Neth. 2 1930—Neth. 2

collective agreements for various branches of the printing industry.¹

In New Zealand the Act of 8 June 1936,² amending the Factories Act of 6 February 1922, established the 8-hour day and 40-hour week. On application made by any occupier of a factory, however, the Court of Arbitration may extend working hours beyond these limits for a specified period if it considers that it would be impracticable to carry on the work of the factory efficiently without the extension. In no case, however, may the working week exceed 44 hours.

In addition, there are arbitration awards which fix conditions of employment in printing and kindred trades.³ The hours of work provisions of these awards must be in conformity with the 1936 Act.

In Norway, the general legislation fixes a 48-hour working week.⁴ There are collective agreements for printing, lithography, process engraving, and bookbinding.⁵

¹ Collective agreement of 6 April 1936, concluded between the Union of Book-Printing Establishments, the Association of Catholic Master Printers and the Union of Christian Master Printers on the one hand, and the General Typographers' Union, the Catholic Printers' Union, the Christian Printers' Union and the Lithographers', Photo-Engravers' and Stereotypers' Union, on the other.

Collective agreement of 5 April 1936, concluded between the Association of Manufacturers of Relief-Printing Plates on the one hand and the Lithographers' Photo-Engravers' and Stereotypers' Union, the Catholic Printers' Union, and the Christian Printers' Union, on the other.

Collective agreement of 6 May 1935, concluded between the Union of Lithographic Printing Establishments on the one hand and the Lithographers', Photo-Engravers' and Stereotypers' Union, the Catholic Printers' Union and the Christian Printers' Union, on the other.

Collective agreement of 30 March 1936, concluded between the Association of Master Bookbinders on the one hand and the General Typographers' Union, the Catholic Printers' Union, the Christian Printers' Union and the Bookbinders' Union, on the other.

² L S 1936—N Z 2

³ Arbitration award of 10 April 1935 for New Zealand typographers (cf. *Awards, Recommendations, Agreements, etc. made under the Industrial Conciliation and Arbitration Act, the Apprentices Act and the Labour Disputes Investigation Act*, Vol XXXV, p 381), award of 10 April 1935 for New Zealand (except Otago and Southland) printers' machinists, lithographers, bookbinders, etc (*ibid*, p 406), award of 7 August 1935 for women employed in the Wellington printing trades (*ibid*, p 801), award of 21 May 1935 for Otago and Southland printers' machinists, lithographers, bookbinders, etc (*ibid*, p 800), award of 21 May 1935 for Dunedin Linotype mechanics (*ibid*, p 619). These awards were revised by an award of 30 September 1936, which came into operation on 8 October 1936 and reduced hours of work in printing and kindred trades in general.

⁴ Act of 19 June 1936 L S 1936—Nor 1

⁵ Collective agreements concluded in 1931 between associations of employers and workers engaged in printing, lithography, process engraving, and bookbinding and cardboard-box making.

In Poland the Notification of 25 October 1933¹ establishes an 8-hour day and 48 hour week. There is a special Order² for printing for which there are also a certain number of regional collective agreements.³ It should be noted that recent collective agreements for commercial printing and newspaper printing⁴ have temporarily reduced the hours of work to 42 and 36 in the week respectively.

In Rumania the working week is 48 hours under the general legislation.⁵ There are collective agreements for typography and lithography in Transylvania and the Banat.⁶

In Spain under the provisions of the general legislation⁷ which fixes a working week of 48 hours, joint committees are responsible for fixing conditions of employment in the form of "standards of employment". There are a considerable number of such standards for the printing and kindred trades in different provinces and localities.⁸

In Sweden the 48 hour week is established by the general Act of 10 May 1930.⁹ Collective agreements have been concluded for various branches of the printing industry.¹⁰

¹ L.S. 1933—Pol. 1

² Order of the Minister of Social Welfare dated 10 August 1932. Cf L.S. 1932—Pol. 1 II.

³ Collective agreement of 8 February 1933 concluded between the Warsaw Society of Printing Establishments and the Union of Workers in Stereotyping and Kindred Trades.

Collective agreement of July 1934, concluded between the Association of Publishers of Newspapers and Periodicals and the Warsaw Society of Printing Establishments, on the one hand and the Polish Union of Printers and Similar Workers, Warsaw Section on the other.

Collective agreement of 17 January 1934 concluded between the Federation of Chemical Manufacturers of Lwow and the Lwow Section of the Polish Union of Lithographers, Photo-engravers and Similar Workers.

Collective agreement of 7 November 1932, concluded between the Association of Publishers of Newspapers and Periodicals, Lodz Section, and the Lodz Section of the Polish Union of Printers and Similar Workers.

⁴ Collective agreements of 11 and 18 February 1936.

⁵ L.S. 1928—Rum. I and 1929—Ium. I

⁶ Collective agreements of 11 July 1932, amended on 18 July 1934 and 1 August 1934 respectively concluded between the Rumanian Association of Employers in the Printing Industry and the Rumanian Printing Workers' Union.

⁷ L.S. 1931—Sp. 0

⁸ Cf GONZALEZ-RODRIGUEZ; *Anuario estadístico de política social*. Madrid. 1934-85 pp. 1025-1104.

⁹ L.S. 1930—Swe. 1

¹⁰ Collective agreements, in force from 11 and 12 July 1935, concluded between the employers associations for newspaper printing other printing, lithography and bookbinding on the one hand and the unions of typographers, lithographers, and bookbinders on the other.

In *Switzerland* hours of work are fixed at 48 in the week by the Federal Factory Act¹. For printing and kindred trades hours of work are governed by two national collective agreements.²

In the *Union of South Africa* hours of work are 48 in the week under the general legislation³. In addition a collective agreement applies to printing⁴.

As regards the *United States* it is difficult at the present time to give any clear account of the hours regulations in force in printing and kindred trades. The statutory limitation of hours of work is left to the separate States and most of the laws in question fix the hours of women and young persons. The regulation of the hours of adult men has not been carried as far, it usually fixes a 48-hour week and sometimes more.

To meet the effects of the depression, Congress had adopted the National Industrial Recovery Act, which was signed by the President on 16 June 1933. The object of this Act was to set up the necessary machinery for a vast scheme to provide for the re-employment of workers, the reduction of hours of work, the payment of fair wages for the working hours thus reduced, and the prevention of disastrous competition and over-production. For each industry a code of fair competition was to be adopted, embodying these provisions. For printing and kindred trades, codes of fair competition were signed by the President for the graphic arts industries⁵, newspaper publishing and printing⁶, electrotyping and stereotyping⁷ and photo-engraving⁸. These various codes established a general 40-hour week.

¹ B B 1919, p. 205

² National collective agreement of 1 September 1930, reissued in 1934, concluded between the Swiss Master Printers' Association and the Swiss Typographers' Federation.

Trade agreement of 11 May 1932 for lithography and kindred trades, concluded between the Swiss Association of Master Lithographers and the Swiss Lithographers' Union.

³ L S 1931—S A 2

⁴ Collective agreement of 22 January 1934, concluded under the Industrial Conciliation Act by the National Industrial Council of the Printing and Newspaper Industry of South Africa.

⁵ Code of 17 February 1934 amended on 3 May 1934, 8 June 1934, and 16 August 1934. Cf. NATIONAL RECOVERY ADMINISTRATION. *Codes of Fair Competition*. Vols VII, p. 1, X, p. 517, XI, p. 421, and XV, p. 339.

⁶ Code of 17 February 1934. Cf. *idem*, Vol. VII, p. 69.

⁷ Code of 23 December 1933 amended on 7 February 1934. Cf. *idem*, Vols IV, p. 415, and VII, p. 623.

⁸ Code of 28 December 1933 and Administrative Order of 21 April 1934. *Idem*, Vols IV, p. 429, and IX, p. 929.

As a result of the decision¹ issued by the Supreme Court on 27 May 1935 concerning the constitutionality of the National Industrial Recovery Act and the subsequent repeal of all provisions authorising the President to approve codes and providing for their enforcement, breaches of the codes are now no longer punishable by law and observance of them has thus ceased to be compulsory².

Some of the principal industries and employers associations, however have decided to maintain the hours of work and wage rates fixed by the codes, principally with a view to avoiding all provocation to labour disputes. Further a number of local collective agreements have been concluded by employers or their associations and trade unions fixing hours of work in printing and kindred trades. A special Act passed by Congress on 26 June 1936 fixes the hours of the staff of the Government Bureau of Engraving and Printing.

In the U.S.S.R. printing and kindred trades are covered by the general hours of work legislation laying down the principle of the 7 hour day³ which is now generally in force in these trades. The Labour Code⁴ also provides that a shorter time table shall be applied for workers employed on specially strenuous or unhealthy work. The Commissariat of Labour published on 10 November 1928⁵ a list of the occupations to be covered by this provision amended by an Order of 25 May 1930. This list includes certain kinds of metal engraving.

In Yugoslavia hours of work are 48 in the week under the general legislation⁶. A model collective agreement has been concluded for printing and kindred trades⁷.

The list of regulations enumerated above shows that in most of the twenty seven countries covered by this Report,

¹ A.L.A. Schechter Poultry Corporation v. U.S. decided 27 May 1935 53 S. Ct. 837.

² Public Resolution No. 20, 74th Congress, appeal 14 June 1935.

³ Order of 2 January 1929 amended by Order of 22 February 1929 L.S. 1929—Rus. 3A.

⁴ L.S. 1922—Rus. 1

⁵ Cf. *Industria N.K.T.* Nos. 51 52, 1928

⁶ L.S. 1922—S.C.S. 1

⁷ Collective agreement of 4 October 1933 concluded between the Federation of Employers in the Printing Industry and the Printing Workers Federation.

hours of work in some or all of the principal printing and kindred trades are governed either by the general legislation or by special regulations, and also that the latter can serve as a basis for determining the nature of the regulations that might be applied to these trades in particular

2. Scope of the Regulations

The scope of the special regulations sometimes extends over all the branches of the industry, sometimes over certain branches only. In some cases the regulations are national, in others they apply to particular regions or even particular undertakings. It should be remembered, however, that whatever the scope of the regulations special to printing and kindred trades may be, in nearly every country under consideration there are also general regulations (usually in the form of an Act) applying to all industrial undertakings. The industry considered here is thus subject to one or other of these sets of regulations.

In the following pages the scope of the special regulations only are considered, first as to the undertakings, and secondly as to the classes of workers covered.

A — UNDERTAKINGS COVERED

In *Argentina* the special provisions of the general legislation apply in particular to workshops where linotype composing machines, typecasting machines and stereotyping machines are used, where lead, antimony and tin are handled, and where rotogravure and aerographing are carried on. The rules of employment in force for Buenos Aires relate to the whole of the industry — printing, lithography, bookbinding, paper ruling, and photogravure.

In *Australia* a federal arbitration award applies in particular to undertakings publishing daily newspapers or weekly supplements to such newspapers in specified towns, while another award applies to the other branches of the industry in the same towns — the printing of books and all other publications except

newspapers, bookbinding paper ruling engraving lithography, etc., envelope, bag and stationery making etc

A third federal award applies to country printing and covers all the types of undertakings which in towns come under the two first named awards. These various regulations are supplemented in the different States by a large number of arbitration awards or agreements concluded in conformity with the Commonwealth legislation on industrial arbitration.

In *Austria* a collective agreement applies in particular to the publication of daily newspapers in Vienna. Another applies to all undertakings engaged in printing and kindred trades.

In *Belgium* an Order contains special provisions concerning the hours of work in the following branches of the book printing and allied trades binding casing stitching stationery manufacture, lithography photogravure and heliogravure collotype, colour printing typography (with the exception of printing of daily newspapers) printing typesounding stereotyping and electrotyping. In addition the national collective agreement for the industry provides for special hours of work for newspaper undertakings, information agencies, and other undertakings in the industry in which work is organised in shifts. The collective agreement for newspaper printing in Brussels covers undertakings employing skilled workers, i.e. hand and machine compositors and rotary machine binders.

In *China* there are works rules fixing hours of work in certain important newspaper and other printing firms.

In *Czechoslovakia* the collective agreements cover 96 per cent. of the workers engaged in the printing and kindred trades. They are concluded by regions and apply either to the industry as a whole or to printing lithography and bookbinding. They apply for instance, to printing bookbinding lithography and photogravure in Bohemia, Moravia, and Silesia, to printing and similar trades in Slovakia and Carpathian Ruthenia and to lithography in the northern administrative districts covered by the Reichenberg Chamber of Commerce.

In *Denmark* there are collective agreements applying to undertakings in the three following branches · printing, lithography, and bookbinding. The collective agreement for printing covers all establishments employing compositors, printing machine minders, stereotypers, electrotypes, typecasters, and in general printing workers of both sexes

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades covers undertakings which engage in the occupations enumerated in the group and sub-groups for these trades in the list of industries and occupations used for the general statistics of France, as laid down in the Decree of 8 April 1936

The industries covered are as follows

Bookbinding, stitching, etc .

Bookbinding, etc bookbinding, book-gilding, gilt-edge making , manufacture of account-books and commercial registers , manufacture of diaries, albums, etc ,
Stitching, etc stitching, map pasting and assembling , label making, adhesive seal manufacture, etc , numbering and paging , railway, etc , ticket making

Printing and engraving

Printing, typography hand and machine composing, making-up, etc ; block making, stereotyping, striking-off or printing-off ,

Lithography, litographic printing , zincography , metal printing ,

Copper and steel plate printing , music printing , bank-note printing ,

Photo-engraving heliography , photo-typography , process engraving , collotype , photo-lithography, etc

Colour printing, etc chromo-typography, chromo-lithography, etc , printing of posters, bills, chromos, etc , manufacture of imitation stained glass , picture-postcard making ; transfer making ,

Map and globe engraving and printing, etc

Facsimile making ,

Engraving on metal for printing , copper and steel plate engraving , music engraving , relief engraving ,

Wood cutting or engraving
Colouring stencil colour work.

Photography pictures

Photography enlarging process photographic enamel manufacture glass photography oleo-photography colour photography portrait studios

Manufacture of cinematograph films film developing and printing

Industrial photography

Restoring and repairing pictures, works of art, etc.

The national collective agreement fixes the general work rules in printing workshops throughout France. Nevertheless the provisions of the agreement are not applicable to establishments solely engaged in newspaper printing for mixed printing (job commercial and newspaper) special provisions are made to cover the staff specially engaged in newspaper printing

In Germany there are separate collective agreements, now collective rules, for printing processes of illustration and book binding. The first category covers establishments for printing books and newspapers. As regards illustrations these processes are the subject of two collective agreements one for industrial photography copper and steel plate printing collotype and intaglio printing and the other for lithography offset printing music printing and engraving and photogravure. The collective rules have extended the scope of these regulations to districts or establishments not yet covered. Thus, the national collective agreement for the auxiliary staff of book and newspaper printing establishments also covers the auxiliary staff of process engraving establishments and the collective agreement for lithography offset printing music printing and engraving and photogravure also applies to undertakings in these branches of the industry situated in Silesia

In Great Britain there are numerous agreements covering different sections of the printing industry. Particulars of the sections covered are given on page 17

In Hungary apart from the Order fixing hours of work in the multigraph industry the collective agreements apply to (1)

Budapest printing establishments, (2) provincial printing establishments, (3) Budapest photogravure establishments; and (4) Budapest bookbinding establishments

In *Italy* the agreements reducing hours of work relate on the one hand to establishments issuing newspapers not less than six times a week, and on the other, to those engaged in lithography, photogravure, bookbinding, stereotyping and electrotyping All printing and kindred trades are covered by the special agreement for the State Polygraphic Institute

In *Japan* there are works rules for several printing and similar firms In this country, the large firms undertake all kinds of printing, engraving, and bookbinding work In the small firms, on the other hand, bookbinding is usually done as home work.

In *Luxemburg* the conditions of employment fixed by the national collective agreement for the industry are in force for establishments engaged in printing work as well as bookbinding with the exception of small bookbinding firms There do not appear to be establishments engaged solely in making plates, and the staff employed in the workshops devoted to these processes are also covered by the general agreement for the industry

In the *Netherlands* there are separate collective agreements for typographical processes, illustration, and bookbinding The first covers the processes of composition, make-up, stereotyping, and electrotyping As regards illustration, there are two agreements, one applying in particular to retouching, photography, photogravure, copper-plate engraving, and mounting, and the other to lithography and collotype

In *New Zealand* arbitration awards apply to various branches of the industry the printing and publishing of newspapers, general commercial printing, stationery manufacturing, and photo process engraving A national award applies to all lithography and bookbinding Regional awards apply to the printing trades in the Otago and Southland, and Dunedin industrial districts One award relates in particular to women employed in the printing trades in Wellington and covers bookbinding, paper ruling, bronzing, and paper-bag and box making

In Norway there are separate collective agreements for the various branches of the industry printing lithography process engraving and bookbinding

In Poland an Order contains special provisions concerning work in printing and similar establishments, which apply to the publication and issue of daily newspapers and official notices There are collective agreements for printing (news papers, books) and for lithography photogravure, etc

In Rumania two collective agreements, applying to Transylvania and the Banat, cover the first typography and the second, lithography zincography photogravure and metal engraving

In Sweden collective agreements have been concluded for newspaper printing other printing firms, lithography and bookbinding

In Switzerland a national collective agreement applies to all typographic establishments where the staff is employed on hand or machine composing printing engraving stereotyping and electrotyping

Another national agreement applies to lithography and related trades collotype, rotogravure, copper and steel plate printing photogravure

In the Union of South Africa the regulations apply to all printing establishments.

In the United States there were several codes of fair competition for printing and kindred trades The code for the graphic arts industries applied to all persons engaged in publishing or printing or producing or selling any printed matter of what soever description The hours of work provisions, however applied only to persons engaged in mechanical work The code also covered bookbinding including the binding of special articles such as perforated notebooks There were separate codes for persons engaged in publishing and printing daily newspapers, the production of photo-engraved plates electrotyping stereotyping or other kinds of relief printing plates for sale to others, and book publishing (including printing and binding)

The local collective agreements at present in force apply on the one hand to newspaper publishing and on the other to all other kinds of printing and engraving, including lithography and binding (commercial printing or book and job shops)

As the collective agreements applying to the various branches of the industry are concluded separately, their hours of work provisions may vary according to the establishment, even though these may be situated in the same locality. The largest numbers of workers in the industry are to be found in the States of California, New York, Illinois, Massachusetts, Ohio, and Pennsylvania, and in particular in the cities of Boston, Chicago, Cincinnati, Cleveland, Columbus, New York, Philadelphia, San Francisco, Scranton, and Washington, D C. The collective agreements considered in this Report are those in force for the above-mentioned cities.

A special Act of Congress applies to the work of the Government Bureau of Engraving and Printing

In the *USSR* the following categories of workers in printing and kindred trades are entitled to shorter hours owing to the strenuous or unhealthy nature of their work (1) zincograph, mezzotint and electrotyping engravers, (2) music engravers on zinc, (3) copper-plate engravers engaged in map-making

B — CLASSES OF PERSONS COVERED

The regulations special to printing and kindred trades usually apply to the whole working force of the establishments covered. This would appear to be the case not only for the workers and salaried employees proper but also for categories with special functions, such as persons in positions of management, supervision or trust, which are usually excepted under general legislation. It would be difficult, however, to assert categorically on the basis of the texts considered that the exceptions authorised by the general legislation do not apply in any particular country where there are also special regulations.

The above general statement must be modified in respect of certain special regulations which indicate in great detail the categories of workers exempt from their application.

In *France* the Decree fixing the methods of applying the 40 hour week in printing and kindred trades does not cover the persons employed in the administrative and commercial departments of newspapers. Further the national collective agreement does not apply to the staff of printing establishments engaged solely in newspaper printing and provides that the staff engaged on newspaper work in mixed printing plants may be covered by special provisions.

In *Italy* the inter-confederal agreement for printing and kindred trades enumerates the categories of workers to whom the 40 hour week does not apply. They are

- (a) highly skilled workers¹ in every speciality
- (b) overseers, heads of departments, proof readers and correctors, designers, colour printers, lithograph engravers, music engravers, wood engravers, and metal engravers
- (c) typefounders responsible for mechanical composition unless their number in each department is such as to allow of engaging additional workers with the necessary qualifications, in proportion to the reduction in hours of work.

The agreement concluded by the State Polygraphic Institute does not apply to persons employed in the steel plate engraving and bank note photography workshops.

In the *Netherlands* the collective agreement for typographers does not apply to certain foremen. The number of foremen excluded varies with the size of the undertaking being fixed at 1 for those employing not more than 10 workers (5 where the foreman has the necessary qualifications for replacing the employer in the technical management of the undertaking), 2 for those employing up to 30 workers, 3 for those employing up to 60 workers, 4 for those employing up to 100 workers, 5 for those employing 150 workers, and so on at the rate of one additional foreman for every additional 50 workers.

¹ Workers capable of carrying on any kind of work in their speciality on their own account.

In the *United States* the provisions of the code of fair competition for the graphic arts industries concerning hours of work did not apply to individuals who served in executive, administrative, supervisory or sales capacities, persons responsible for urgent maintenance and repair work, and those engaged in non-mechanical work, such as copy-holders reading aloud from manuscripts to proof readers (but the proof readers were covered by the code)

* * *

A detailed comparison of the scope of the various special regulations would call for a long survey, out of place in this report. It will be sufficient to conclude the above brief analysis by stating that the regulation of hours of work applies to all the various printing and kindred trades, for even when, as is the case in certain countries, the special regulations apply explicitly only to printers, their provisions form the rule for other establishments in the industry. Finally, it may be noted that in several countries, such as Italy, Poland, etc., some of the collective agreements relate to printing, the rest to other branches of the industry.

3. Definition of Hours of Work

In a general way the regulations special to printing and kindred trades do not define what is meant by "hours of work."

In this respect the Belgian and French regulations are in a special position. In *Belgium*, according to the national collective agreement for the book industry, the working hours correspond to the actual time spent by the worker in the workshop between the hours fixed for his arrival and departure. He must begin work at the prescribed hour and work the full hours prescribed, being required in particular to be ready to begin at the signal given, to do his utmost throughout the day, and not to change his clothes or wash until the end of the working time. In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades limits "hours of

actual work. Similarly the national collective agreement adds that the hours of arrival and departure shall be so calculated that each worker begins work at exactly the hour fixed by the timetable of the workshop and does not stop before the time fixed for it to end.

Where the other regulations contain details on this point, they usually do not include rest periods in the case of day work. This appears from the regional collective agreements for printing and certain kindred trades in *Czechoslovakia, Hungary, Norway, Poland and Sweden*. In the *United States* the only reference to the exclusion of rest periods relates to the midday rest. Under the code of fair competition for the graphic arts industries the working day did not include the time allowed for the midday meal; most of the collective agreements at present in force allow a half hour break at midday which is not included in the hours of work.

As regards night work or shift work, on the other hand the rest periods are usually treated as working time. In *Austria* the collective agreement for the Vienna daily newspapers provides for a break of 15 minutes, to be included in working time, in the case of workers employed at night or in shifts. A similar break included in working time is provided for in the collective agreements for printing in *Luxemburg* and for lithography and photogravure in *Poland*. In *Czechoslovakia* and *Hungary* the collective agreements prescribe a half hour break counted in working time, for night workers.

The next point to be considered is the provisions as to the time needed for cleaning and repairing machinery. This is usually included in working time when the work is carried out by the skilled workers themselves (compositors or founders). Some collective agreements, however provide that this work must be done outside the normal hours by auxiliary workers. It may be noted that the rule varies within the different countries. In *Austria* for instance, the collective agreement for printing and kindred trades provides that the time spent on cleaning machinery motors, etc., is not to be included in working time, while the agreement for the Vienna newspapers provides that the compositors hours are to include half an hour a day reserved for cleaning their machines. In *Czechoslovakia* one regional agreement provides that where the cleaning is done by compositors or type-founders, it must be included in the normal

hours of work. The agreement also specifies the time to be spent on cleaning, which is fixed at half an hour per machine or one hour for two machines in the case of type-founders, and half an hour for monotype machines and three-quarters of an hour for linotype machines in the case of compositors. It is open to the management of the undertaking, however, to have this work done by auxiliary workers outside the normal hours of operation. In *Spain* some standards of employment state that the time spent on cleaning machines is to be included in hours of work, while others specify that this work is to be done outside the normal hours by special workers.

4. Limits of Hours of Work

All the special regulations dealt with in this Report fix limits for normal hours of work. They will be considered below and it should be observed in this connection that no account is taken here of the provisions of the general legislation on hours of work, which in most countries establishes the principle of the 8-hour day and 48-hour week.¹

When comparing the normal hours of work under the regulations special to printing and kindred trades, three separate sets of limits must be considered in turn, they are closely connected with each other and together define the normal hours for the various categories of workers. Regulations of this kind always contain detailed provisions as to the regulation of normal hours of work for workers in general, usually in the concrete form of one set of figures limiting the working day and another set limiting the working week, or of only one such set. Apart from these general limits, however, which apply to the great majority of workers in the industry under consideration here, there are others fixing lower limits than those for workers in general. These apply on the one hand to workers employed at night, whether in one or more shifts, both of which cases occur in newspaper printing, and on the other to workers employed on unhealthy work, the occupations in question being naturally specified in the regulations prescribing shorter hours for them.

¹ See appended Report

The information given below summarises the particulars available for the different countries in regard to

- (a) regulation normal hours of work
- (b) night work and shift work
- (c) work on unhealthy processes

(a) Regulation normal hours

The regulation normal hours of work per day and per week as fixed for workers in printing and kindred trades by special regulations are summarised in the table overleaf

Owing to the method of presentation adopted the information contained in this table is necessarily very brief. A few more details must therefore be given for some countries which have regulations fixing hours that may differ with the occupational category or region or providing for various methods of distributing hours of work.

In Czechoslovakia the organisations of workers in printing and kindred trades have obtained a $47\frac{1}{2}$ hour week by collective agreements. But since about 80 per cent. of the undertakings have a 6 or $6\frac{1}{2}$ hour day on Saturday the working week does not exceed 46 to $46\frac{1}{2}$ hours. This figure does not appear in the collective agreements, however but is the result of a special arrangement between the workers and employers concerned. The lithographic establishments of the "Graphic Union" have reduced the working week to 40 hours by collective agreement. Negotiations are said to have taken place under Government auspices between the parties interested in the industry with regard to the introduction of the 40 hour week but positive results have not yet been reached.

In France the Decree fixing the methods of applying the 40-hour week in printing and kindred trades provides that the undertakings or parts of undertakings may adopt one of the following methods:

- (i) the limitation of hours of actual work to 8 in the day on 5 days in the week, every Saturday or Monday being free

Country	Nature of regulations	Scope	Normal hours per week	
			per day	per week
Argentina	Rules of employment	Buenos Aires printing industry	—	44
	Federal arbitration award	Commercial printing	—	44
Australia	Do	Newspaper printing	—	44
	Do	Country printing	—	44
	Decisions	Commercial printing	8	44
		Newspaper and commercial printing	8	44
		(1) Newspaper printing not covered by federal award	—	44
		Stereotypers in New South Wales	—	42
		Machine compositors Western Australia	—	42
		Victoria (Melbourne)	—	42 and 39 alternately
		(2) Commercial printing not covered by federal award	—	44
		Machine compositors in West Australia	—	42
		Certain newspaper printing, New South Wales	—	40
		Newspaper printing, Victoria	—	40, 40 and 35 in rotation
	Collective agreements	Machine compositors	—	38
Austria	Collective agreements	Printing and kindred trades	—	48
		Vienna daily newspapers	8 or	48
		Machine compositors, correctors, revisers, makers-up, proofreaders	7 or	42
		Stereotypers, printing machine menders, auxiliary despatch staff	—	45
Belgium	National collective agreement	Book-printing and allied trades	8	48
	Collective agreement	Newspaper printing, Brussels	8	—

Canada	Dominion Order Provincial Orders in Council and regional collective agreements	Newspaper printing Halifax Moose Jaw Ottawa Regina, St. John, Van Couver Windsor Edmonton Toronto	Job printing Calgary Edmonton, Halifax Regina, St. John, Toronto Vancouver Photogravure Montreal, Toronto Vancouver Electrotyping and stereotyping Moose Jaw Regina, Seafaratoon, Winnipeg Bookbinding Toronto Printing Chicoutimi Lake St. John, Roberval Charles vill-Seguin Quebec, Beauce, Montmagny	48 or 45 45 and 40 $\frac{1}{2}$ alternately
	Works rules	Important daily newspapers: Commercial Press	—	—
China	Regional collective agreements (Slovakia and Ruthenia; Bohemia, Moravia and Silesia)	Printing and kindred trades in general Slovakia and Carpathian Ruthenia: machine compositors in newspaper printing Graphic Union (lithography)	8 8 $7\frac{3}{4}$	47 $\frac{1}{2}$
Czechoslovakia *	National collective agreements	Printing lithography bookbinding	— 40	—
Denmark	Legislation	Printing and kindred trades	8 or 48 40	—
France *				
		In small undertakings the normal hours are substantially longer	CL p. 85.	CL pp. 35-41

Country	Nature of regulations	Scope	Normal hours	
			per day	per week
Germany	Collective rules	Printing and kindred trades	8 or —	48 —
Great Britain	Collective agreements	General printing and weekly newspaper and periodical printing (England and Wales) General printing (Scotland)	48 —	(46 on night work) —
		Daily newspaper printing (England and Wales except London)	44 —	day work 41 $\frac{1}{4}$ night work —
		Daily newspaper printing (London)		
		Morning papers Stereotypers	6	33
		Others	7	38 $\frac{1}{2}$
		Evening papers Piece hands	—	.40
		Printing machine managers, printers' assistants, packers, stereotypers and engineers	—	—
		Other time workers	—	44
		Sunday papers Engineers	8 or 8 $\frac{1}{2}$	42 $\frac{1}{2}$
		Stereotypers	—	42
		Others	—	36
		Trade houses in London	—	40
		Firms producing periodicals in London	—	—
		Process engraving	44	day work 33 night work —
		Trade houses	—	46 $\frac{1}{2}$ (shift workers employed beyond 7 p m 44)

Hungary	Order Collective agreements	Multigraph industry Printing including newspapers Auxiliary workers Establishments working day, and night	8 8 $3\frac{1}{2}$ $7\frac{1}{2}$	48 — — —
India 1	Works rules	Important printing establishments Saturday	$0\frac{1}{2}$, $8\frac{1}{2}$ $0\frac{1}{2}$	13-48
Irish Free State 1	Collective agreement	Dublin newspaper printing	—	43
Italy 1	National agreement Do	Printing and kindred trades excluding news- paper printing \newspaper printing	— —	40 Reduction of hours to permit engagement of one additional work- er for every ten. — 10
Luxembourg 4	Collective agreement	State Polygraphio Institute Printing	— 8	— 48
Netherlands	Collective agreements	Typography lithography photogravure book binding Photo engravers	— —	— 45 *
New Zealand	Arbitration awards	Printing (newspaper and other), lithograph- bookbinding Machine compositors	— —	42 41

In small undertakings the hours are liable to tally longer. Cf. p. 41-42. Cf. p. 41 With wages for 48 hours, population of 6,000 or less the working week is 48 hours so workers [] are with proportion of workers 6,000 may similarly be required to work 44 (42) hours a week instead of 42 (41) provided that the total hours worked in excess of the normal limit do not exceed 40 in the year.

Country	Nature of regulations	Scope	Normal hours	
			per day	per week
Norway	Collective agreements	Printing, lithography, process engraving, bookbinding Machine compositors and stereotypers Lithographers	— — —	48 45 46
Poland	General legislation and collective agreements Regional collective agreements	Printing and kindred trades in general	8	48
Rumania	Collective agreement	Warsaw newspapers Lodz job printing newspapers and periodicals machine compositors	— — — —	36 42 46 42
Spain ¹	Standards of employment	Typographical establishments in Transylvania and Banat Machine compositors	8 $7\frac{1}{2}$	— —
Sweden	National collective agreements	Printing and kindred trades in general Newspaper and commercial printing, lithography, bookbinding	generally 36 or 42. ¹	
Switzerland	General legislation and national collective agreements	Printing and kindred trades in general Machine compositors	— —	48 48
Union of South Africa	Collective agreement	Printing Machine compositors	— —	44 46
United States ²	Local collective agreements Act of Congress	Printing and kindred trades in general Government Bureau of Engraving and Printing	— —	40 in most cases. ² 40
Yugoslavia ³	Collective agreements	Printing and kindred trades in general	8	—

¹ Cf p 42 * Cf pp 42-43 * Cf p 43

- (ii) the limitation of hours of actual work to 6 hours 40 minutes on each weekday
- (iii) the unequal distribution of the 40 hours of actual work over the different days of the week with a view to establishing a weekly half holiday or a half holiday on the day before or after the weekly rest day provided that not more than 8 hours are worked on any one day

Further at the request of the organisations of employers or workers in a trade locality or region the Minister of Labour may issue an Order after consultation with all the organisations concerned and with reference to the agreements if any concluded between them authorising an equivalent arrangement of hours, spreading the 40 hours over some other period provided that the working day may in no case exceed 9 hours.

The organisation of work by relays or by a system of rotation is prohibited by the Decree. It may be authorised however by a Ministerial Order issued after consultation with the employers and workers' organisations concerned for industries or kinds of manufacture where such organisation is justified for technical reasons.

In India the normal working day in printing establishments varies between 6½ and 8½ hours except on Saturday when it is only 5 to 6½ hours. The working week is from 43 to 48 hours.

In the *Irish Free State* a collective agreement for the Dublin newspapers, which applies only to unskilled workers fixes the working week at 45 hours. At the same time it leaves in operation an agreement under which workers are employed only 11 days in the fortnight during part of the year. Workers who before the new agreement came into operation worked 48 hours a week may be required by the employer to work 8 hours overtime without increased pay.

In Italy the agreements for the printing and kindred trades aim at spreading the available work over the largest possible number of workers in accordance with the inter confederal agreement of 11 October 1934. To this end the normal hours have been reduced wherever possible in each establishment from 48 to 40 in the week. The agreement for the newspaper industry fixes no limit but states that hours of work must be

reduced in such a way that in each department an additional worker may be engaged for every 10 workers employed. If for technical reasons, or owing to the smallness of the staff, it is not possible to engage additional workers in the above-mentioned proportion, the parties must agree to combine the departments for the purpose of the new engagements so far as the reduction in wages corresponding to the reduction in hours of work permits. The few categories of workers who are not covered by the agreements have a working day of 6 to 8 hours (6 to 7½ hours for machine compositors). These are the bases on which the normal hours of work are fixed by the management of the undertaking with reference to technical requirements.

In *Luxemburg* hours of work in printing establishments are 8 in the day and 48 in the week under the national collective agreement. If the working day is unbroken, it is reduced to 7½ hours, including a 15-minute break at midday.

In *Spain* the standards of employment concluded for different provinces and localities usually fix working hours falling below the statutory limits of 8 in the day and 48 in the week for printing establishments, in particular those producing newspapers and periodicals. Hours are fixed at 6 in the day or 36 in the week for newspaper printing in Barcelona, Corunna, Madrid (when work is continuous), Santander, and Seville, linotype departments of printing establishments in Cáceres, Cádiz, Seville, and Vigo, and stereotyping departments of printing establishments in Ávila, Ciudad Real, Cuenca, Guadalajara, Madrid, Santander, Segovia, and Toledo. Hours are 7 in the day and 42 in the week for newspaper printing in Castellón, Guipúzcoa, and Madrid (when work is interrupted by breaks), machine-composing departments in printing establishments in Granada, Las Palmas, Murcia, and Vigo, linotype departments in printing establishments in Burgos, Palencia, Salamanca, Valladolid, and Zamora, stereotyping departments in printing establishments in Santander, and photogravure establishments in Barcelona.

In the *United States* the codes of fair competition for printing and kindred trades limited the working week to 40 hours on the average. Although these codes are no longer in force, it

appears that the 40 hour week has been maintained in most of the undertakings in the industry in consequence of the conclusion of new collective agreements (about 75 per cent of these undertakings work 40 hours in the week on an average—in some cases only 35 or $37\frac{1}{2}$ hours—and the rest 44 hours) This result is partly due to the fact that the International Typographical Union¹ included in its 1935 laws a provision which prohibits a local union affiliated to it from signing an agreement providing for more than a 40 hour week.²

Apart from the agreements concluded by the local unions affiliated to the International Typographical Union there are collective agreements regulating hours of work in an important part of the newspaper industry which have been concluded by the unions affiliated to the International Printing Pressmen and Assistants Union of North America As a rule these do not define the working week, but in most cases they provide a daily limit of $7\frac{1}{2}$ hours and sometimes state that work must be spread over five or six days in the week Agreements have also been concluded by the Photo-Engravers Union, which prescribe less uniform hours than those in force in other branches of the industry although the average 40-hour week is not exceeded In Cleveland hours are fixed at $37\frac{1}{2}$ in the week, spread over 5 days of $7\frac{1}{2}$ hours, and in New York at 40 hours Finally some agreements have been concluded by the International Stereotypers and Electrotypers Union which provide for a working week of over 40 hours 44 hours in Cleveland and 8 hours a day and 48 hours a week in Chicago

In Yugoslavia the model collective agreement fixes a normal working day of 8 hours Although there is no provision for a shorter working day than this, the information obtained by the Office shows that in practice the working day does not exceed 6 hours for certain operations such as those connected with the printing of newspaper by rotary presses

¹ The national organisations of unions other than the International Typographical Union do not control the agreements signed by their local unions.

² According to a report prepared by this Union, 387 collective agreements were concluded in 1934-35 for newspaper publishing and 563 for other branches of the industry As regards newspaper publishing 819 of the agreements spread the working week over 5 days of 8 hours and 75 agreements over 6 days of $6\frac{1}{2}$ hours For other printing 295 agreements provided for a week of 5 days of 8 hours and 68 agreements for 6 days of $6\frac{1}{2}$ hours.

(b) *Night work and shift work*

Night work is often necessary in printing and kindred trades, especially for the printing of daily newspapers. In this latter case the establishments have a highly developed equipment, and several shifts of workers work in rotation on the same machines, their hours being often shorter than those prescribed for the workers as a whole. Account is taken here only of the regulations containing provisions on night work and shift work which reduce the hours below the general limits reviewed above.

In *Argentina* the hours for night work in Buenos Aires printing establishments may normally not exceed $6\frac{1}{2}$ per 24 hours. If a different limit is fixed by agreement between employers and workers, the working week may not exceed 39 hours.

In *Australia*, according to the federal arbitration awards for newspaper and other printing, night work is work done between 5 p.m. (newspaper printing) or 6 p.m. (commercial printing) and 8 a.m. and may not exceed 44 hours in the week. In the case of machine compositors the limit is 42 hours in the week. In Victoria, for printing other than newspaper printing the hours of photo-engravers employed in the night shift are fixed at 35 in the week. On one important Victoria newspaper the hours of the night shift are fixed at 38 in the week.

Hours for night work in printing establishments in areas not covered by the federal awards are as follows:

	Working week (hours)
<i>New South Wales</i>	Stereotypers 40, other workers 42
<i>Queensland</i>	Machine compositors (Sunday papers only) 42
<i>Victoria</i>	
Country	Machine compositors and photo-engravers 42, other workers 44
<i>Western Australia</i>	Machine compositors 40, other workers 42

In *Belgium* the collective agreement for newspaper printing in Brussels states that the working day of hand and machine compositors and rotary machine minders shall be reduced to $7\frac{1}{2}$ hours when they are on "mixed" duty (work up to 10 p.m.) and to 7 hours when they are on night duty (when work is continued after 10 p.m.).

In *Canada* the Order in Council extending the provisions of the collective agreement concerning hours of work in printing establishments in the judicial districts of Quebec, Beauce and Montmagny fixes the working week for night work at 45 hours which must be worked between 6 p m and 4 a m The collective agreements for the various branches of the industry fix the length of night work as follows

	Working hours Per day	Per week
<i>Newspaper printing</i>		
Moose Jaw	—	45
Regina	$7\frac{1}{2}$	45
St. John	$7\frac{1}{2}$	45
Toronto	—	42
Vancouver	$7\frac{1}{2}$	45
Winnipeg	$7\frac{1}{4}$	$43\frac{1}{2}$
<i>Other printing</i>		
Calgary	As for day work	44
Edmonton	—	42
Moose Jaw	As for day work	44
Regina	7	42
Toronto	As for day work	44
Vancouver	As for day work	44
<i>Electrotyping and stereotyping</i>		
Moose Jaw	—	45
Regina	$7\frac{1}{2}$	45
Saskatoon	—	—
Winnipeg	7	—
<i>Photogravure and electrotyping:</i>		
Montreal	—	40

In *Czechoslovakia* the collective agreements for printing and kindred trades define night work as work done between 6 p m and 7 a m For newspaper printing the hours of workers regularly employed at night on preparing and composing daily newspapers are $7\frac{1}{2}$ In addition, when day workers are employed at night or in shifts, the working day is fixed at $7\frac{3}{4}$ hours including a break of half an hour which reduces the day to $7\frac{1}{4}$ hours For other printing it is usually forbidden to work more than two shifts on composing and typecasting machines

In *Denmark* the national collective agreement for printing prescribes that the working day of machine compositors who end their work after 7 p m must be reduced to 7 hours and that of assistant compositors on daily newspapers to $7\frac{1}{2}$ hours In addition the working day of all other categories of workers

employed in printing establishments who continue to work after midnight may not exceed $7\frac{1}{2}$ hours.

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades provides that if work is organised in successive shifts, the work of each shift must be continuous, except for the break for rest. The national collective agreement prescribes that in case of two shifts for the same workshop, the hours of work of each shift shall be $6\frac{1}{2}$ hours, the total hours of the two shifts shall be 13 hours without payment of overtime rates for work outside the normal hours, between 6 a m and 8 p m. If urgent work requires the constitution of a third shift, the latter will be considered as working entirely outside of regular hours and will consequently be paid at an increased rate. Work in relays, as well as employment of one worker on several shifts, is forbidden.

In *Great Britain* the agreements relating to hours of labour provide that on daily newspapers in England and Wales, except London, the hours on night work shall be $41\frac{1}{4}$. On general printing work in Scotland the hours of night work are 46. The hours of workers on newspaper printing in London are given on page 38.

In *Hungary* work is defined as that ending after midnight. Its length is fixed as follows:

Budapest newspaper printing

Skilled workers machine and hand compositors, makers-up, correctors, printing-machine minders, type founders $7\frac{1}{2}$ hours, including $\frac{1}{2}$ -hour break

Heads of departments responsible for machines, and auxiliary workers $7\frac{3}{4}$ hours, including $\frac{1}{2}$ -hour break

Compositors and printing-machine minders not working on the production of newspapers but employed in newspaper printing establishments $7\frac{1}{2}$ hours, including $\frac{1}{2}$ -hour break

The work of compositors, makers-up and printing-machine minders must end before 1 30 a m

Other printing

Skilled and auxiliary workers engaged in other work than the production of newspapers 8 hours, including $\frac{1}{2}$ -hour break

In provincial printing establishments the hours for night work, although shorter than those for day work, are longer

than those fixed in Budapest. For newspaper printing they are $7\frac{1}{2}$ for heads of departments and machine compositors and $7\frac{3}{4}$ for the rest of the skilled staff and for women

In India, according to the available information one newspaper printing firm has fixed the hours for night work at $6\frac{1}{2}$ in every 24 the normal hours for day work being $7\frac{1}{2}$

In Italy the agreements reducing hours of work to 40 in the week contain no special provisions as to night work. The collective agreement for printing and kindred trades prescribes that workers must work at night when required to do so by the employer. Work done between 10 p.m. and 6 a.m. is treated as night work. As regards the workers not covered by the agreement introducing the 40-hour week in printing and kindred trades, their hours are 8 for the first shift, 7 for the second and 6 for the third. According to the collective agreement for the newspaper industry night work must be continuous and may not as a rule exceed 6 hours except in localities, establishments and categories of work for which a lower limit is fixed

In Japan the rules for newspaper printing establishments provide for the system of two or three shifts according to the needs of the establishment. In most cases the work is divided between two 8-hour shifts with a break of half an hour to one hour. The shifts must alternate regularly week by week

In Luxemburg an agreement for a morning newspaper printing establishment fixes the length of the night shift at $7\frac{1}{2}$ hours

In the Netherlands night work is deemed to be the work done between 8 p.m. and 6 a.m. It is authorised regularly only for newspaper printing when the newspaper publishes a morning edition in addition to the midday or evening edition. Night work may not exceed 42 hours in the week. Unless other arrangements are necessary it must alternate regularly with day work every other week. When work is done both day and night, the total may not exceed 42 hours in the week. As regards the organisation of work in shifts the collective agreement

for printing provides that wherever possible shift work must be uninterrupted. In lithographic establishments shift work must be specially authorised by the competent authority and must be done between 6 a.m. and 11.30 p.m. on the first 5 days of the week, and between 6 a.m. and 1 p.m. on Saturday. The working week may not exceed 45 hours in the case of shift work. Moreover, the shifts must alternate every week.

In *New Zealand* the awards for printing and kindred trades define night work as that worked between 6 p.m. and 6 a.m. and state that it may not exceed 40 to 42 hours in the week, the exact limit varying with the category of the worker.

In *Norway* the collective agreement for printing provides that in the case of regular night work the working week may not exceed 39 hours (36 hours for Oslo newspapers). For machine compositors working in shifts, it is 42 hours for those employed between 7 a.m. and 7 p.m. and 36 hours (33 hours for Oslo newspapers) for those employed regularly at night. For stereotypers employed regularly at night it is 36 hours (33 hours for Oslo newspapers).

In *Poland* the new agreements that have temporarily reduced the working week to 36 hours for newspaper printing and 42 hours for other printing (40 hours for machine compositors) do not provide for shorter hours in the case of night work or shift work.

In *Rumania* the regulations in collective agreements provide that any newspaper printing work done altogether or partly at night may not exceed 7 hours in every 24, instead of 8 hours in the day, in the case of all male workers except machine compositors and rotary press men. In addition hand compositors may not work after 2 a.m., correctors after 2.15 a.m., and makers-up after 2.30 a.m. As regards the night work of machine compositors and rotary press men, this is fixed at 6½ hours in the 24, instead of at 7½ hours. Auxiliary workers have the same hours as skilled workers. For women night work is fixed at 7 hours in the 24. In lithographic, zincographic, and metal-printing establishments, the hours of workers employed altogether or partly at night are also 7 in the 24. Work done after 6 p.m. is treated as night work.

In Spain the hours for night work fixed by the standards of employment for the various branches of the industry vary according to locality or province and category of worker from 16 ½ hours in the 21 and from 20 to 21 in the week. The definition of night work also varies according to locality. In Madrid it is work done after 7 p.m. in Cadiz and Las Palmas after 8 p.m. in Mureia after 9 p.m., in Coruña after 10 p.m.

The hours for night work in printing and in particular newspaper printing are 6 in the 21 or 24 in the week in Barcelona, Cadiz, Castellon, Huelva, Gipuzcoa, Madrid, Mureia, Valencia, Vigo, etc. They are 12 in the week for printing and kindred trades in Granada and Salamanca and for photo-twelve processes in Madrid. It should be noted that they are only 20 in the week for machine compositors in the provinces of Avila, Ciudad Real, Cuenca, Guadalajara, Madrid, Segovia, Seville and Toledo.

In Sweden the collective agreement for newspaper printing distinguishes between evening work done between 7 p.m. and 11 p.m. and night work done between 11 p.m. and 7 a.m. whereas the hours for evening work are fixed at 45 in the week as in the case of day work those for night work are reduced to 45 in the week. When night work begins too late to be ended by 7 a.m., the hours may not exceed 12 in the week.

In Switzerland the agreement for printing provides that night work may be authorised in printing establishment and must be worked between 8 p.m. and 6 a.m. The hours for night work in the case of newspaper printing and other work done by means of rotary presses must be one less than those for normal work that is to say they are reduced to 7 hours provided that 1 hours are worked during the night as defined. The same applies to other work done at night if the workers are engaged on it for more than two consecutive weeks. The trade agreement for lithography and kindred trades provides that undertakings may introduce shift work on condition that they hold an official permit. The day shift must be worked between 6 a.m. and 7 p.m. (7 p.m. on Saturday). The hours for the day shift are 45 in the week and for the night shift 42 in the week. The shifts must change over every week.

In the *Union of South Africa* regular night work in printing establishments may not exceed 40 hours in the week for all categories of workers Any work done after 6 p m is deemed to be night work

In the *United States* the collective agreements for printing and kindred trades authorise night work For newspaper printing the hours for night work are often shorter than those for day work They are fixed at 6 hours for certain Boston newspapers and 8 hours for some New York establishments The weekly limit also differs in the different agreements It is 35 hours for newspaper printing in Washington, 37½ for photo-engravers employed by newspaper printing establishments in New York, and 41 hours for all workers except photo-engravers in several printing establishments also in New York In other branches of the industry it appears that the hours for night work are the same as for day work, being usually fixed at 40 in the week

In *Yugoslavia* the collective agreement for printing and kindred trades provides that when work is organised in shifts, the hours of the first shift shall be 8, of the second 7½, and of the third 7

(c) *Work on unhealthy processes*

Some of the regulations for printing and kindred trades regard certain processes as unhealthy and fix shorter hours for them than for the rest of the industry

In *Argentina* the general legislation on hours of work states that "workshops where linotype composing machines, type-casting machines and stereotyping machines are used, where lead, antimony, and tin are handled, and where rotogravure and aerographing are carried on" are to be regarded as unhealthy Consequently workers who are required to spend the whole day in these workshops may not work more than 6 hours in the day or 36 in the week

In *New Zealand* the federal award for printers, machine-minders, lithographers, bookbinders, etc and a regional award concerning women employed in the Wellington printing trades

state that no person engaged on hand bronzing may be required to perform this work for more than 4 hours on any one day

In Spain the standards of employment for the city of Madrid regard stereotyping processes as strenuous and unhealthy. Workers employed on flat stereotyping may not work more than 6 hours in the 24 in the case of night work. Those employed on rotary stereotyping may not work more than 6 hours per day whether in the day or the night.

In the U.S.S.R. under the Labour Code hours must be reduced for persons whose employment is particularly injurious to health. In pursuance of this provision the Commissariat of Labour has drawn up a list of occupations in which hours are limited to 6 in the day. For printing and kindred trades the occupations are the following zincograph, mezzotint and electrotyping engravers, music engravers on zinc, and copper plate engravers engaged in map making.

* * *

The information assembled in this chapter although necessarily incomplete and at times difficult to compare, nevertheless suggests certain general conclusions as to hours of work in printing and kindred trades.

For day work the regulation normal hours vary between 40 (in some cases under 40 as appears from the table above) and 48 in the week the variation being due not only to the fact that the regulations fix different hours in the different countries but also to the introduction of special regulations for particular trades or occupations. The analysis of the information given suggests the following conclusions.

The 8 hour day or 48 hour week is in force in Austria for printing and kindred trades except certain categories of workers in newspaper printing establishments in Belgium for book printing and allied trades in Canada for certain newspaper and other printing and for electrotyping and stereotyping in Denmark for printing lithography and bookbinding in Germany for printing and kindred trades in general in Great Britain for general printing and weekly newspaper and periodical printing

in Hungary for printing and the multigraph industry, in Luxemburg for printing, in the Netherlands for typography, lithography, the manufaeture of relief-printing plates, and bookbinding, in Norway for printing, lithography, process engraving, and bookbinding, except for certain categories of workers, in Poland for part of the printing industry, in Rumania for typography, except machine compositors, in Sweden for printing, lithography, and bookbinding, in Switzerland for printing, except machine compositors, and for lithography and related trades, and in Yugoslavia for the industry in general

The regulation hours vary between *44 and 48 in the week* in Austria for stereotypers and machine-minders in Vienna newspaper printing (45-hour week); in Canada for certain newspaper printing (45 and 46 $\frac{1}{2}$ hours), in Czechoslovakia for printing and kindred trades in general (46-47 $\frac{1}{2}$ hours), in Great Britain for process engraving in trade houses (46 $\frac{1}{2}$ hours), in India for certain important printing firms (48-48 hours), in the Irish Free State for Dublin newspaper printing (45 hours), in the Netherlands for photo-engravers (45 hours), in Norway for machine compositors and stereotypers in printing establishments (45 hours) and lithographers (46 hours), in Rumania for machine compositors (45 hours), and in the Union of South Africa for printing (46 hours) except machine compositors

The normal working week is *44 hours* in Argentina for the Buenos Aires printing industry, in Australia for printing in general except for certain categories of workers, in Canada for some job printing, photogravure and bookbinding, in Great Britain for printing-machine managers, assistants and other classes of workers on evening newspapers in London, for evening newspaper printing in the provincial towns, and for electrotypers and stereotypers in trade houses in London, in Switzerland for machine compositors in printing establishments, and in the United States for some printing establishments and some categories of workers, e.g. for stereotyping and electrotyping in Cleveland

The working week is limited to *42 hours* in Australia for stereotypers in certain newspaper printing establishments in New South Wales and for machine compositors in certain newspaper printing and commercial printing establishments in Western Australia (machine compositors in certain newspaper

printing establishments in Melbourne work 42 hours and 80 hours in alternate weeks) in Austria for machine compositors, correctors and makers up on Vienna newspapers in New Zealand¹ for various printing etc. trades (machine compositors, 41 hours) in Poland for job printing in Warsaw and for machine compositors in Lodz newspaper establishments in Spain for certain newspaper printing establishments and the mechanical composition linotype and stereotyping departments of certain printing establishments and in the Union of South Africa for machine compositors in printing establishments (48 hours)

The *40 hour week* is in force in Australia for certain news papers in New South Wales and Victoria in Canada in certain printing establishments and photogravure establishments in Czechoslovakia for the Graphic Union lithographic establishment in France for printing and kindred trades in general in Great Britain for piece hands on evening newspapers and for certain classes of workers on Sunday newspapers in London in Italy within the limits of the possibilities of each undertaking in the industry and for the staff of the State Polygraphic Institute in Poland for machine compositors in the Warsaw job-printing firms and in the United States in most establishments in the industry and for the staff of the Government Bureau of Engraving and Printing

Finally a week of *under 40 hours* is fixed in Australia for machine compositors on certain newspapers in Victoria, who work 38 hours in Great Britain for workers on morning news papers in London in Poland for Warsaw newspaper printing establishments where the working week is at present 36 hours in Spain, where certain newspaper printing establishments and linotype and stereotyping departments work a 36-hour week and in the United States for instance for photo-engravers in Cleveland who work 37½ hours in the week

As regards night work and shift work, it has been shown that in many countries the regulations provide for shorter hours than for day work in general

Night work is reduced to *45 hours* in the week instead of 48 hours in Belgium for compositors and rotary machine minders on Brussels newspapers, whose working day is 7½ hours

¹ Cf. p. 39 footnote 6.

for "mixed" duty and 7 hours for night duty, in Canada for certain newspaper printing establishments and electrotyping and stereotyping departments; in Czechoslovakia for newspaper printing, in Denmark for all categories of workers employed in printing establishments who work after midnight, in Hungary for skilled workers in newspaper printing, in Luxemburg for a newspaper firm, in Sweden for newspaper printing, and in Switzerland for shift work in lithography and kindred trades

Night work is fixed at *44 hours* in the week in Australia for printing, except machine compositors

It is *42 hours* in the week in Australia for machine compositors in newspaper printing establishments, in Canada for certain printing establishments, in Denmark for machine compositors in printing establishments, in the Netherlands for newspaper printing, in Rumania for newspaper printing, except machine compositors and rotary press men, and for lithography, zincography and metal printing, in Switzerland for newspaper printing and other work effected by means of rotary presses, and for the night shift in lithography and kindred trades, and in Yugoslavia for workers in the third shift in printing establishments

Night work is *41 $\frac{1}{4}$ hours* per week in daily newspaper offices in provincial towns in Great Britain and *46* on general printing work in Scotland

Night work is fixed at *40 hours* in the week in Australia for machine compositors and stereotypers in certain printing establishments, in Canada for certain photogravure and electrotyping establishments; in France for printing and kindred trades (same hours for day work and night work), in Italy, where hours are the same for day work and night work, in New Zealand ¹ for most workers in the various branches of the industry, in Poland for machine compositors in job printing, in the United States for various branches of the industry, except certain printing establishments, and in the Union of South Africa for all classes of workers in printing establishments

A week of *under 40 hours* is fixed for night work in Argentina for the Buenos Aires printing industry (39 hours), in Australia for certain printing establishments and certain categories of workers in Victoria (35-38 hours), in Norway for newspaper

¹ Cf p 89, footnote 6

printing (80 hours at Oslo 36) and for stereotypers (86 hours at Oslo 38), in Poland where work done by day or by night is fixed at 36 hours for the Warsaw newspaper printing establishments in Rumania for machine compositors and rotary press men in newspaper printing (6½ hours in the 24 or 30 in the week) in Spain for certain newspaper printing establishments (86 hours) and for machine compositors in certain printing establishments (80 hours) and in the United States for certain newspaper printing (35-36 hours) and for photo-engravers in the New York newspaper printing establishments (87½ hours)

In France the national collective agreement prescribes 6½ hours of work in case of work by two shifts in the same workshop

As regards work considered to be unhealthy the few regulations which contain special provisions concerning hours of work in this case usually fix a limit of under 40 hours in the week. The hours fixed are 6 in the day or 36 in the week in Argentina, Spain and the U.S.S.R. and 4 hours in the day in New Zealand.

5 Making up Lost Time

The regulations special to printing and kindred trades only rarely provide for the possibility of making up lost time

In Austria according to the collective agreement for printing and kindred trades, time lost on account of certain local holidays may be made up

In France the Decree fixing the methods of applying the 40 hour week in printing and kindred trades contains provisions allowing for the making up of time lost on account of a collective stoppage of work in cases of accident or *force majeure* (break downs of machinery, interruption of motive power, disasters). In such cases the time lost may be made up subject to the following conditions

- (a) stoppages not exceeding one day to be made up during the fortnight following the date work is resumed
- (b) stoppages not exceeding a week to be made up within the 50 days following the date work is resumed

- (c) stoppages exceeding a week not to be made up beyond the limit specified under (b) without a written permit from the labour inspector, issued after consultation with the employers' and workers' organisations concerned

The Decree also provides for the possibility of making up time lost during slack periods of work. The labour inspector may authorise the making-up of such time lost up to 100 hours a year, after consultation with the employers' and workers' organisations concerned. In no case may the exceptional extension allowed under this head exceed 1 hour a day.

The undertakings which wish to have recourse to these exceptions must state in the notice or application for a permit which they are required to submit to the labour inspector the nature, cause, and date of the general stoppage of work, the amount of time lost, the changes that they propose to make temporarily in the time-table with a view to making up the lost time, and the number of persons to be affected by the change.

In case of exceptional prolonged unemployment in an occupational group, the labour inspector may suspend the right to make up time lost on account of slack periods of work.

Finally, the Decree provides for making up time lost owing to a public holiday or local events. Thus in undertakings where the usual time-table includes, in addition to the weekly rest day, a day or half-day of rest, the workers may be employed on this day or half-day in compensation for time lost by reason of a public holiday. The labour inspector, after consultation with the employers' and workers' organisations concerned, may authorise the making-up of time lost on other days owing to a local festival or other local events. In no case may the making-up of such time mean an extension of the working week beyond 40 hours.

The national collective agreement authorises the making up of time lost on account of *force majeure*, this time may be made up, without increase in rates of pay, by extending the normal hours of work by one hour per day.

In the *Netherlands* the collective agreement for typography provides that hours lost owing to the observance of certain

holidays may be made up during the two weeks preceding or following the holiday

In Spain the standards of employment for the printing industry in certain provinces or localities provide for the possibility of making up time lost on account of holidays provided that the worker is in no case required to work more than 50 to 52 hours in the week. Under certain other standards of employment the making up of time lost on account of *force majeure* is authorised for printing lithography and bookbinding if the interruptions of work are due to reasons outside the employers and workers control and if the time is made up in the course of the same or the following week. On the other hand the making up of time lost on account of local holidays is prohibited by the standards of employment for bookbinding in the town of Barcelona and for typography in the provinces of Barcelona and Lerida.

In the United States the code for the graphic arts industries provided that workers employed on bookbinding and finishing were to make up the time lost on statutory public holidays during the same week.

6. Exceptions

The general legislation of most countries provides for the possibility of extending normal hours of work. The exceptions allowed are applicable to printing and kindred trades in the same way as to other industries unless the special regulations for these trades lay down more restrictive conditions in which case the latter alone apply.

In this section, in conformity with the rest of the Report, only those exceptions are mentioned which are provided for by the special regulations for printing and kindred trades. Their purpose is to enable undertakings to cope with the following circumstances:

- (i) Accidents actual or threatened urgent repairs to machinery or plant, and other cases of *force majeure*
- (ii) Preparatory and complementary work

- (iii) Intermittent work ,
- (iv) Exceptional pressure of work ;
- (v) General exceptions

It should be remembered that besides the possible exceptions described below, there are those provided for under the general legislation on hours of work, the principal provisions of which are reproduced in the appended Report

(1) *Accidents actual or threatened, urgent repairs to machinery or plant, and other cases of force majeure*

These exceptions are sufficiently explained by the heading, and do not call for special remark. It may be added that in all the regulations they are defined in more or less detail and can therefore be more or less freely interpreted

In *Belgium* the national collective agreement for book-printing and allied trades states that hours of work may be extended to carry out urgent repairs to machinery or plant and other work necessitated by *force majeure* or unforeseen causes, provided that such work has to be carried out outside ordinary hours in order to prevent serious interference with the normal working of the undertaking

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades provides for the temporary extension of hours of actual work beyond the normal limits in the case of urgent work which must be carried out immediately in order to avert impending accidents, for salvage purposes, or to repair damage to the machinery, plant or buildings of the undertaking. Unlimited extension is allowed on any one day chosen by the employer, and on subsequent days the extension may not be more than two hours beyond the limits fixed for the general work of the undertaking

The Decree also provides that the work of a foreman or skilled worker whose presence is indispensable to the carrying out of operations in the workshop or to the working of a shift may be extended in the unforeseen absence of his substitute

pending the arrival of another substitute. The extension is limited to the period of absence of the person required to replace him. Further on extension of not more than half an hour may be required of a foreman or skilled worker whose presence is indispensable to the co-ordination of the work of two successive shifts.

In *Great Britain* it is agreed that the restriction on overtime for members of the Typographical Association and process engravers in provincial newspaper offices in England and Wales shall not apply in cases of breakdown and emergency emergency work to be the subject of agreement between the employer and the workers. In the case of warehousemen cutters etc. employed on general printing in London overtime is restricted except in cases of emergency or for special work which could not be done by a fresh hand or in jobbing hand. In Scotland the maximum overtime permitted by agreement may be exceeded in cases of emergency but only by permission of the trade unions.

In the *Netherlands* the collective agreement for printing provides that the total overtime allowed per day night or week may be exceeded in cases of urgency or necessity provided that the total overtime allowed per quarter is not exceeded. An employer who accepts more work than he can carry out with the means at his disposal may not plead "necessity".

In the *United States* the limits fixed by the code for the graphic arts industries did not apply in cases of emergency or unintended hardship.

In *Yugoslavia* the collective agreement for printing and kindred trades provides that hours of work may be extended beyond the fixed limits in "exceptional cases" in which the work is absolutely necessary.

(ii) *Preparatory and complementary work*

In printing and kindred trades preparatory and complementary work naturally includes the cleaning of the general plant as also the starting and cleaning of boilers and other plant

worked by furnaces, and the casting of the metal needed for working the machines. On the other hand the cleaning and oiling of productive machinery is not always regarded as preparatory or complementary work, as was shown in the section dealing with the definition of hours of work.

In *Australia* the arbitration award for printing in towns, other than newspaper printing, provides that workers responsible for heating linotype machines and apparatus for metal-founding must begin their work half-an-hour earlier than the rest of the staff and are entitled to overtime pay for such work.

In *Austria* the collective agreement for printing and kindred trades states that the normal working day may be exceeded in the case of workers responsible for cleaning premises, machinery and motors, starting furnaces, boilers, apparatus and machinery, and cleaning the cylinders of presses. Further, the collective agreement for the Vienna daily newspapers provides that the auxiliary despatch staff must carry out the preparatory work of the despatch of morning, midday, and evening editions without extra pay.

In *Czechoslovakia* the collective agreements for printing authorise the cleaning of machinery before the normal working day begins at the rate of half-an-hour per machine. As regards the heating and cleaning of premises, the hours of the auxiliary workers may be fixed in such a way as to provide for the performance of this work before or after the normal working day. Overtime pay is due if the statutory 8-hour day is thus exceeded. The collective agreement for lithography states that the daily cleaning of the workshops must take place after the end of the normal working day.

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades states that work may be prolonged by not more than 1 hour a day in the case of (a) enginemen, electricians, and firemen employed in connection with the power supply, lighting, heating and hoisting plant (this extension may be increased to 1½ hours in the case of firemen employed in connection with the working of steam machinery), (b) supervisory staff for the preparation of

the undertaking's operations (e) persons employed regularly or casually during stoppages of production on the maintenance and cleaning of machinery and appliances which cannot be stopped independently during the general work of the undertaking owing to the interconnection of operations provided that such work may not be carried out during normal hours (these workers may be required to work 8 hours on days when the undertaking is normally closed or on the eves of such days a compensatory rest period being granted to workers regularly employed in this way) An extension of 1½ hours may be allowed for persons employed on cleaning premises

The national collective agreement similarly provides for permanent exceptions applying to the staff employed on cleaning the premises or on conditioning and cleaning machinery or plant, to permit of an extension of not more than 2 hours beyond the normal hours of work.

In *Great Britain* the agreement for the Scottish Typographical Association allows the assistants to be engaged regularly either daily or weekly prior to the usual time of starting or after the usual hour of stopping on work which is required for the carrying on of the business

In *New Zealand* the agreement for Dunedin linotype operators provides for exceptions for staff employed on cleaning premises and machines or supplying metal to machines

In *Spain* few of the standards of employment contain special provisions to authorise the extension of hours for preparatory and complementary work. In some printing establishments however machines must be cleaned during the day or else this work must be treated as overtime

In the *United States* repair shop men engineers, firemen and cleaners were as a rule excluded from the provision of the codes of fair competition fixing the normal 40-hour week, their working week being from 44 to 48 hours

(iii) *Intermittent work*

This type of exception applies principally to the work of supervisors watchmen, gate-keepers, porters and delivery men

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades authorises the following extensions of hours

- (a) 4 hours a day, subject to a maximum working week of 56 hours, for persons employed on watchkeeping and supervision and for the fire brigade,
- (b) 2 hours a day for operating staff on sidings connecting the undertaking with a main or local railway system,
- (c) 1 hour a day for the drivers of motor vehicles ($1\frac{1}{2}$ hours for drivers of horse vehicles), delivery men, storekeepers, and weighbridge-men in charge of the weighing of trucks and lorries (this period may be increased by $1\frac{1}{2}$ hours if the meal time is included in the hours of work), for persons in charge of medical services, mothers' nursing rooms, and other institutions established for the benefit of the workers and salaried employees of the undertaking and their families, and for time-keepers, office boys and similar employees

The national collective agreement similarly provides for the possibility of permanent exceptions for workshop employees engaged in preparatory work, deliverymen, carmen or chauffeurs, to permit of an extension of not more than 2 hours beyond the normal hours of work

In the *United States* porters, watchmen, caretakers and delivery men were as a rule not subject to the normal 40-hour week provision of the codes of fair competition. The codes for the graphic arts industries and for electrotyping and stereotyping allowed a tolerance of 20 per cent for these categories of workers before they became entitled to overtime pay. Their hours could thus be extended to 48 in the week.

(iv) *Exceptional pressure of work*

Undertakings engaged in printing and kindred trades are often required to carry out urgent orders. Much printing, engraving, and even bookbinding work must be completed at very short

notice. Moreover there are cases when urgent work although it can be expected, has to be carried out at short notice. This applies for instance to the publication of newspapers, in particular special editions, periodicals, urgent reports etc. The result is that many of the regulations special to printing and kindred trades allow for the possibility of extending hours of work.

In *Argentina* the rules of employment for the Buenos Aires printing industry provide that overtime may not exceed 6 hours in the week except in the case of printed matter that must appear on specified dates, e.g. newspapers reviews, etc.

In *Austria* the national collective agreement for printing and kindred trades authorises overtime in urgent and exceptional cases.

In *Belgium* in accordance with the Order for book printing and allied trades, hours of work may be extended by 52 in the year subject to a maximum of 2 in the day it being impossible in this industry to determine exactly the time needed for carrying out the work, owing to its nature. This exception applies to the following branches bookbinding, casing stitching, stationery manufacture, lithography photogravure and heliogravure, collotype, colour printing typography (with the exception of printing of daily newspapers) printing typesetting stereotyping and electrotyping. The national collective agreement for the industry provides that this exception of 52 hours may not be authorised until it is found impossible to engage additional staff or organise a second shift.

In *Canada* the Order in Council for lithography in British Columbia states that during the months May to October in each year the staff may be required to work the necessary overtime for carrying out urgent orders if there is not sufficient skilled labour available.

In *China* according to the works rules for various important newspaper printing establishments, overtime may be worked in cases of urgency and pressure of work.

only in altogether exceptional cases and the hours so worked must follow immediately on their normal hours. For stereotyping, overtime must similarly be exceptional and limited to the strict minimum. Workers of over 18 may work $2\frac{1}{2}$ hours' overtime per day, 12 per week, 20 per month, and 39 per quarter; for the mounting of blocks the quarterly limit is fixed at 52 hours. For lithography, overtime is prohibited in principle at night and on Sunday and holidays, except in cases of *force majeure*. The overtime allowance per worker is 20 hours per month and 45 hours per quarter.

In *Poland* the collective agreement for printing authorises overtime only in exceptional cases. It may not be worked on Saturday after the normal hours unless it is necessary to complete a job that must be delivered on a given date.

In *Rumania* the collective agreements for printing, lithography, zincography, etc., state that overtime may be worked only in exceptional cases. For lithography it may not exceed 4 hours per worker.

In *Spain* the standards of employment authorise overtime only in urgent cases and if it is not possible to engage additional workers. Overtime may not exceed 7 to 12 hours a week according to region, and is also subject to the statutory limits of 50 hours per month and 120 hours per year.

In *Sweden* the collective agreement for newspaper printing provides that overtime may not exceed 10 hours in the week.

In the *Union of South Africa* the collective agreement for printing provides that efforts shall be made by all the parties to ensure the limitation of overtime to the smallest possible amount.

In the *United States* most collective agreements provide that an exception to the normal limits of hours of work may be allowed to carry out urgent or exceptional work. Some of the agreements state that overtime to meet the needs of the undertaking may be required only when there is not sufficient skilled staff available.

In Yugoslavia the collective agreement for printing and kindred trades contains detailed provisions on overtime. If in a particular locality the workers in the industry are unemployed overtime may not exceed 2 hours per worker per week. This limit may be exceeded in exceptional cases. Similarly it does not apply to workers in printing establishments who finish the work on daily newspapers or to compositors and makers up on weekly periodicals. If overtime is continued after midnight the workers are entitled to begin their work later on the next day without loss of pay.

(v) *General exceptions*

Many of the regulations considered in this Report do not specify any reasons for which hours of work may be extended but the possibility of working overtime is implicit in the fact that they prescribe the payment of higher rates for any hours worked in excess of the normal limits. Cases of this kind are found for instance in the regulations in force in Australia (awards for newspaper and other printing) Austria (collective agreement for Vienna daily newspapers) Canada (Quebec Order in Council for printing) Czechoslovakia (various collective agreements) Denmark (various collective agreements) New Zealand (arbitration awards for printing) Sweden (various collective agreements) Switzerland (collective agreements) and the United States (several collective agreements).

In France the Decree fixing the methods of applying the 40 hour week in printing and kindred trades allows the temporary extension of nominal hours of work for work carried out in the interests of national safety and defence or a public service under an order from the Government certifying the necessity for extension the limits to be fixed in each case by agreement between the Minister of Labour and the Minister ordering the work.

In Italy the agreement for printing and kindred trades provides that exceptions to the application of the 40 hour week may be allowed in undertakings which lack the means of carrying out their work after they have engaged for a par-

ticular department or category a number of additional workers corresponding to the reduction in hours

In *Poland* an Order provides that in printing and typography workers whose work is essential for the publication and despatch of daily newspaper or official notices which must be carried out within a time limit fixed in the interest of the State may be employed at night and on Sunday and holidays for reasons of public utility and in order to satisfy the daily requirements of the population.

PROCEDURE FOR THE AUTHORISATION OF OVERTIME

The procedure for obtaining permission to work overtime differs from country to country, and often even within the same country, according to the nature of the exceptions allowed Where, as is sometimes the case, the special regulations for printing and kindred trades are silent on this point, the provisions of the general legislation are applicable

In the case of accident, danger, or other *force majeure*, the employer is not as a rule required to comply with any formalities beforehand, notification to the labour inspection authorities being sufficient As regards the exceptions allowed for preparatory and complementary work, and also those for intermittent work, the employer may usually avail himself of these without formality, although in some cases he may be required to post up the daily hours of work at the workplace In the case of the extension of hours allowed for exceptional pressure of work, however, a permit must generally be obtained beforehand from the competent administrative authority

The following kinds of procedure may be mentioned

In *Austria* the collective agreement for printing and kindred trades provides that when overtime is necessary for a prolonged period, it may be ordered only with the previous consent of the works council

In *Belgium*, the national agreement for book-printing and allied trades states that if it is necessary to exceed the 52 hours of overtime in the year assigned to this industry by special

Order the parties must first apply to the competent authority for a permit

In *Czechoslovakia* the various collective agreements for printing and kindred trades usually state that overtime may be required by the employer without further formality but, so far as possible he must take into account the worker's valid reasons for not working overtime.

In *France* the head of an undertaking who wishes to have recourse to overtime to meet an extraordinary pressure of work must apply to the labour inspector for a permit. The application must be dated and must specify the nature of and reason for the exception asked for, the number of workers whose hours are to be extended, the days on which overtime is to be worked, the hours and rest periods proposed for these workers, and the proof that he is unable to meet the extraordinary pressure of work by other means such as the engagement of additional staff.

In *Italy* the general inter-confederal agreement of July 1935 provides that whenever normal hours of work are exceeded the employer must within 24 hours notify his local association which in turn notifies the corresponding workers' association stating the reasons for which he considers it impossible to deal with the pressure of work by engaging extra staff. If the associations consider these reasons unsatisfactory they may order the cessation of overtime. In the event of disagreement, the question must be settled by the corporative Inspectorate.

In *Luxemburg* the collective agreement for printing provides for the possibility of working overtime within the permitted limits without previous formality. If the limits are to be exceeded the undertaking must obtain the permission of the competent authority which must consider in each particular case whether the overtime is necessary and whether it might not be avoided by the engagement of additional workers.

In the *Netherlands* the various collective agreements for printing and kindred trades similarly provide that, if necessary, the overtime allowance may be exceeded provided that per-

mission has been obtained from the district committee or central committee as the case may be. The competent authority may require that overtime worked in excess of the prescribed limits during any quarter shall be deducted from the amount of overtime allowed during the following quarter.

In *Spain* the standards of employment for printing, engraving, photogravure and bookbinding in several towns—e.g. Madrid, Malaga and Valencia—and in the provinces of Madrid, Segovia and Toledo lay down that permission to work overtime depends on the decision of a joint board, which is responsible for seeing that the overtime is in fact justified and necessary.

OVERTIME RATES

Generally speaking, the regulations special to printing and kindred trades regard as overtime all time worked in excess of normal weekly hours or outside the normal hours fixed for the beginning and end of the daily work of the undertaking. Below are given the overtime rates prescribed by the various regulations, and the conditions under which they apply.

Argentina — Rules of employment for the Buenos Aires printing industry

Time and a half for hours worked in excess of 44 weekly
(39 in the case of night work)

Australia — (a) Arbitration awards for newspaper and other printing

Time and a half for the first three hours worked beyond ordinary daily hours

Double time for subsequent hours

Double time for overtime worked on Sunday and public holidays

(b) Collective agreements for newspaper and other printing

Time and a half for time worked in excess of normal weekly hours or in excess of nine hours in any one day or night or in case of stereotypers in excess of eight hours in any one day or night

Austria — (a) Collective agreement for printing and kindred trades

Time and a half for time worked in excess of the normal working week

(b) Collective agreement for Vienna daily newspapers

Time and a quarter in accordance with the hours of work legislation for industry in general

Belgium — National collective agreement for book printing and allied trades

Time and a quarter for the first two hours worked beyond ordinary daily hours

Time and a half thereafter

When work is done in exceptional circumstances outside normal hours in conformity with the general legislation on hours of work in industry a 20 per cent increase is paid for work done between 8 p.m. and 9 p.m. and a 50 per cent. increase for that between 9 p.m. and 7 a.m.

In the case of shift work

Time and a half for overtime worked between 8 p.m. and 10 p.m.

Double time for that worked between 10 p.m. and 7 a.m.

Canada — Collective agreements for newspaper and other printing stereotyping electrotyping photogravure, and book binding

Time and a half for overtime worked on weekdays.

Some agreements provide

Time and a half for the first three or four hours worked beyond ordinary daily hours and double time for subsequent hours

In every case

Double time for overtime worked on Sunday and public holidays. (Under some collective agreements, only time and a half is paid for certain public holidays)

Czechoslovakia — (a) Collective agreements for printing and lithography

Time and a half for all overtime (One regional agreement provides for time and three-quarters for overtime worked between midnight and 6 a m)

(b) Collective agreement of the "Graphic Union"

Time and a half for the first two hours of overtime
Time and three quarters for subsequent hours 250 per cent increase for work on Sunday

Denmark. — (a) Collective agreement for printing .

Time and a half for the first four hours worked in the day after 7 a m

Double time for subsequent hours or hours worked before 7 a m

(b) Collective agreement for lithography

Time and a quarter for the first hour worked on weekdays beyond ordinary daily hours

Time and a third for the second hour of overtime

Time and a half for the next two hours of overtime

Double time thereafter and for overtime worked on Sundays and holidays

(c) Collective agreement for bookbinding

80 per cent increase for the first two hours worked beyond ordinary daily hours

40 per cent for the third hour of overtime and for overtime worked on Sundays and public holidays before 1 p m and not exceeding five hours

Double time for all other overtime

France — Decree of 29 December 1936 fixing the methods of applying the 40-hour week in printing and kindred trades .

Work done in excess of the normal hours in the interest of national safety and defence or of a public service, or in the event of extraordinary pressure of work, must be paid for at an increased rate. In the former case the increase must be fixed by agreement between the Minister of Labour and the Minister ordering the work with reference to the collective agreements and customs in force. As regards overtime worked to meet extraordinary pressure of work the rate of pay may not be less than time and a quarter or any higher rate fixed by the collective agreements or customs in force.

The national collective agreement contains the following provisions

- (a) All hours worked between 7 p.m. and 7 a.m. are deemed to be outside normal hours of work and are paid at time and a quarter. This increase applies even when such hours are worked regularly. It does not apply in the case of work starting at 6 a.m. if the work is completed in a single spell.
- (b) For exceptional overtime, the following rates are paid:
 - Time and a third for the first two hours of overtime
 - Time and half for the third and fourth hours
 - Double time for subsequent hours
- (c) For work carried on during the weekly rest period of one or two days
 - (i) on Saturday or Monday
 - Time and a third for the first two hours
 - Time and a half for the third and fourth hours
 - Double time for subsequent hours
 - (ii) on Sundays and legal holidays
 - Time and half for the morning
 - Double time for the afternoon

Germany. — (a) Collective agreement for German printers and for auxiliary staff in printing establishments (book and newspaper) :

Time and a quarter for the first hour of overtime and an additional 5 per cent for each hour thereafter

(b) Collective agreement for lithography, offset printing, music printing, and photogravure

Time and a quarter for overtime worked in excess of 48 hours weekly

Double time for work on Sundays and public holidays

(c) Collective agreement for industrial photography, copper and steel plate printing, collotype, and intaglio printing

Time and a quarter for the first hour in excess of 48 weekly, and an additional 5 per cent for each hour thereafter

Time and three quarters for work on Sunday

(d) Collective agreement for bookbinding .

Time and a quarter for the first hour of overtime worked in excess of 48 hours weekly and an additional 5 per cent for each hour thereafter.

Great Britain. — (a) General printing and weekly newspaper printing (England and Wales except London)

Time and a quarter for the first two hours of overtime on weekdays, time and a half for the next three hours, double time afterwards On Saturday, time and a half for the first five hours, double time afterwards On Sunday, double time For workers required to commence work before the ordinary time of starting, time and a half until the usual starting time, except for compositors on jobbing and weekly news who are paid double time from midnight to 5 a m and time and a half from 5 a m to the usual starting time

(b) Daily newspaper printing (England and Wales except London)

As above for overtime on Monday to Friday

Workers engaged on morning newspapers called in to work on Sunday before the usual starting time to be paid double time till the usual starting time. If called in to work on Saturday a morning newspaper worker shall receive double time up to 6 p.m. and double ordinary night rates afterwards.

(c) General printing and weekly newspaper and periodical printing (London)

Time and a quarter for the first two hours of overtime on week-days, time and a half for the next three hours, and double time afterwards. On Saturday time and a half for the first three hours, afterwards double time, except in five-day weeks, where the overtime rates on Saturday are time and a half for the first four hours and double time afterwards. On Sunday double time for eight hours work, $2\frac{1}{4}$ time for the next two hours, $2\frac{1}{2}$ time for the next two hours and treble time afterwards. For workers required to commence work before the ordinary starting time, double time up to 6 a.m. time and a half from 6 a.m. to usual starting time.

(d) Daily newspaper printing (London)

For time workers the overtime rate is time and a half while for compositors on piece work an additional rate per hour is paid. On Sunday newspapers the rate is time and a half till midnight and double time afterwards.

(e) General printing (Scotland)

Time and a half with an additional 3d. per hour after three hours on any day. Where overtime is nine hours continuous, the following day's work is paid for at 8d. per hour extra. For work begun between midnight and 6 a.m. 8d. per hour is paid in addition to overtime rates, and for work begun at 6 a.m. one hour's extra pay is given. For Saturdays double time is paid and for Sundays treble time (double time for assistants).

(f) Process engraving

Time and a quarter for the first hour, time and a half for the next three hours and double time for all overtime beyond four hours on one day and on Sundays

Hungary. — Collective agreements for printing, book-binding, and photogravure

The overtime rates are fixed in the national currency, and vary with the category of the worker, the time of the day, and the day of the week on which overtime is worked. Skilled workers receive higher overtime pay than auxiliary workers and women, and overtime worked after midnight or on Sunday gives the right to a higher rate (usually double time) than that paid for overtime worked on weekdays before midnight

Italy — (a) Collective agreement for newspaper printing.

40 per cent increase if the overtime immediately precedes or follows the normal working hours or is worked during the rest periods allowed for meals

80 per cent increase if the overtime does not directly precede or follow the normal working hours

(b) Collective agreement for printing and kindred trades

The percentage increases for overtime worked on weekdays, at night, on Sunday and public holidays are to be fixed by the local organisations. They vary with the amount of overtime and the locality between 15 and 30 per cent for overtime worked during the day, 20 and 50 per cent for that worked at night, and 25 and 70 per cent for that worked on Sunday and public holidays

Japan. — (a) Works rules for certain job-printing establishments

10 per cent increase for the first four hours of overtime worked beyond ordinary daily hours

Time and a half thereafter and for work on public holidays and on Sunday in establishments which have introduced the weekly rest

(b) Works rules for certain important newspaper printing establishments

Time and an eighth for overtime worked during the day
in excess of 8 hours daily

Time and a half for overtime worked after midnight.

Luxemburg — Collective agreement for printing

Time and a quarter for the first two hours worked
beyond ordinary daily hours

Time and a half for subsequent hours of overtime

Time and three quarters for overtime worked on public
holidays following on a weekday

Double time for overtime worked on Sunday

Netherlands — (a) Collective agreement for typography

15 per cent increase for the first two hours of overtime
worked on weekdays except Saturday between
6 a.m. and 10 p.m.

Time and a quarter thereafter

Time and a half for overtime worked on Saturday
between 1 p.m. and 4 p.m. and at night (between
10 p.m. and 6 a.m.)

Double time for overtime worked on Sunday and public
holidays.

(b) Collective agreement for lithography

Time and a quarter for overtime worked one hour
before and two hours after ordinary daily hours

Time and a half for the next two hours of overtime and
for overtime worked on Saturday between 1 p.m.
and 3 p.m.

Double time for overtime worked after 10 p.m. and on
Saturday after 3 p.m.

(c) Collective agreement for the manufacture of relief
printing plates

20 to 25 per cent. increase for overtime worked on week
days, except Saturday between 7 a.m. and 8 p.m.

Double time for overtime worked in the morning between 6 a m and 7 a m

Time and a half for overtime worked between 8 p.m. and 10 p.m.

250 per cent increase for overtime worked between 10 p.m. and 6 a.m.

Time and a quarter for overtime worked on Saturday between 1 p.m. and 2 p.m.

Double time for overtime worked on Saturday between 2 p.m. and 4 p.m.

250 per cent. increase for overtime worked on Saturday between 4 p.m. and midnight and on Sunday and public holidays

As an exception to the above provisions, overtime worked on the first five days of the week between 7 a.m. and 8 p.m. may be compensated by corresponding time off up to two hours a day, after which it must be paid at the rates indicated above

New Zealand. — Arbitration awards for printing, lithography, and bookbinding

Time and a half for the first three hours worked beyond ordinary daily hours

Double time for overtime in excess of three hours, and for work on Sunday, Christmas Day and Good Friday.

Norway — (a) Collective agreement for printing

Time and a half for the first three hours of overtime on weekdays (up to 10 p.m.).

Double time thereafter and for overtime worked on Saturday afternoon, regularly at night, on Sunday and public holidays.

(b) Collective agreements for lithography and process engraving

Time and a quarter for the first five hours of overtime worked during any week.

Time and a half for the next five hours

Double time for overtime in excess of ten hours per week and for overtime worked after normal hours on Saturday and the eve of public holidays or on Sunday and public holidays

(c) Collective agreement for bookbinding

Time and a half for the first two hours worked in excess of the ordinary hours

Double time for all other overtime

Poland — Collective agreements for printing and allied trades

Time and a quarter for the first two hours of overtime worked on weekdays.

Time and a half thereafter

Spain — Standards of employment for various towns and provinces

The overtime rates vary from time and a quarter to double time according to the amount of overtime, the time of day and the day on which the overtime is worked

The following rates are usual

Time and a quarter for the first two hours worked beyond ordinary daily hours.

Time and a half for subsequent hours (In some cases this rate applies to all overtime worked)

Double time for overtime worked on Sunday and public holidays (Some standards of employment also fix this rate for night work)

Sweden — (a) Collective agreements for newspaper and other printing and for lithography

Time and a half for the first two hours worked beyond ordinary daily hours

Double time for all other overtime.

(b) Collective agreement for bookbinding

Time and a third for the first two hours worked beyond ordinary daily hours on weekdays

Time and two-thirds for subsequent hours of overtime

Double time for overtime worked between midnight and 6 a m , or on Sunday and public holidays

Switzerland — (a) Collective agreement for printing

Time and a quarter for overtime worked on weekdays between 6 a m and 8 p m

40 per cent increase for overtime worked on weekdays between 8 p m. and 10 p m

Time and a half for overtime worked on weekdays between 10 p m and midnight

Double time for overtime worked between midnight and 6 a.m , or on Sunday and public holidays

(b) Trade agreement for lithography and kindred trades

Time and a quarter for overtime worked on weekdays and Saturday afternoon

Time and a half for overtime worked between 8 p m and 6 a m

Double time for overtime worked on Sunday

Union of South Africa — Collective agreement for printing

Time and a third for the first six hours of overtime worked during any week

Time and a half for the next four hours of overtime in the week

Double time for any further overtime worked in the week, for overtime in excess of four hours in any one day or night, for time worked on the day of the half-holiday in excess of the usual number of hours worked on that day, and for time worked on Sunday

United States — Various collective agreements

The overtime rates of increase vary from 50 to 200 per cent according to the amount of overtime, the time of day, and the day on which the overtime worked

The following rates are usually granted

Time and a half for the first three hours of overtime worked on weekdays (in certain cases this rate applies to the first five hours of overtime or to all overtime worked on weekdays before or after the normal limits)

Double time for overtime worked on Sunday and public holidays

Treble time (in some cases only) when overtime exceeds six hours daily

Yugoslavia — Collective agreement for printing and kindred trades

Time and a half for overtime worked between 7 a.m and 9 p.m

80 per cent. increase for overtime worked between 9 p.m. and midnight.

Double time for overtime worked between midnight and 7 a.m.

80 to 60 per cent. increase for overtime worked on public holidays

7 Measures for Enforcement of Regulations

The methods adopted for enforcing regulations on hours of work ordinarily come under the general legislation. The regulations special to printing and kindred trades contain provisions on this subject only in a few countries

In *Australia* the federal arbitration awards for printing require a time book to be kept for each worker stating the hours worked each day or night and the wages and allowances paid each week. In the case of shift work the working hours must be conspicuously displayed, and may be altered only after agreement between the parties

In *Belgium* the national collective agreement for book printing and allied trades states that every employer must

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keep an overtime register in accordance with the law, and that the workers' organisations must have access to the register at any time

In *Canada* the Order in Council rendering obligatory the collective agreement on hours of work in Quebec printing establishments requires the agreement to be posted up in each shop or department. Authorised inspectors are responsible for seeing that the provisions on hours of work and wages are enforced.

In *France* the Decree fixing the methods of applying the 40-hour week in printing and kindred trades stipulates that in each undertaking or part of an undertaking workers and salaried employees may work only to a time-table showing the distribution of hours of work for each day, or, if need be, for each week or any other authorised period. The time-table must indicate the hours at which each working period begins and ends and outside which no worker or employee may be employed. The total hours of work comprised in the working period may not exceed the statutory limits. Any change in the arrangement of hours must be recorded in this time-table before it is put into operation.

The time-table, dated and signed by the head of the undertaking or on his responsibility by the person to whom he may have delegated his authority for the purpose, must be posted up conspicuously and in legible characters in each of the workplaces to which it applies.

A duplicate of the time-table and of any changes made in it must be submitted in advance to the labour inspector.

If shifts are worked, the names of the workers employed in each shift must either be posted up or be recorded in a special register, which must be kept up to date and placed at the disposal of the labour inspectorate.

As regards the exceptions for extraordinary pressure of work, the head of the undertaking must keep a table up to date for recording, as and when applications are made to the labour inspector, the dates when use is made of the exceptions allowed and the periods for which such exceptions apply. The table must be posted up in the undertaking and remain there from 1 January of the current year to 15 January of the next year.

In Poland the collective agreement for printing states that the time schedule must be posted up in each undertaking

In the United States the codes of fair competition for the various printing and kindred trades each provided for a supervisory authority, which if need be could require any undertaking under its jurisdiction to supply statistics or other information relating to the conditions of employment. In addition joint labour boards were responsible for settling disputes arising out of the application of the provisions on these conditions. Finally, the provisions of the codes concerning wages, hours of work, and conditions of employment had to be posted up in each undertaking.

III — ACTUAL HOURS OF WORK

Below are given some particulars, based on the most recent statistics available as to hours of work in printing and kindred trades in the following countries Austria Estonia France, Germany Great Britain Hungary Italy, Japan Poland Sweden Switzerland and the United States

In most cases these figures are taken from statistics compiled periodically on the basis of returns from some of the undertakings in the principal industries. They therefore do not relate to all the workers in the industries or branches of industry concerned and the number of undertakings covered may vary slightly from one date to another.

The following tables give the series relating to printing and kindred trades. The classification of the various divisions and subdivisions of Industry varies, however from one country to another and differences may in fact exist even when the terms used are identical. Moreover the form in which the data are compiled also varies considerably. Sometimes the statistics give the percentages of workers having worked for a certain number of hours per day or week or fortnight, and sometimes the average number of hours worked by each worker per day, week, fortnight or month. For purposes of international comparison it would be desirable to have all the data referring to the same unit of time but for various reasons such as the Saturday half holiday the variable number of days in the month, etc.,

and also owing to fluctuations in the movement of labour during any given period, it has been impossible to convert these series directly from one unit of time to another. On this account and owing to other differences of method, the figures reproduced here can serve only to give a general indication of the position in each country and cannot be used for the purpose of making exact international comparisons.

For most of the countries mentioned fuller data for the period 1927 to 1936 may be found in the *Year-Book of Labour Statistics 1935-1936*. Notes on their sources and methods of compilation will be found in the same publication and in the *I.L.O. Year-Book 1934-1935*, Volume II · *Labour Statistics*.

ACTUAL HOURS OF WORK IN PRINTING AND KINDRED TRADES IN SELECTED COUNTRIES

Austria

Returns of the Chamber of Workers and Employees

Printing, Paper, and Kindred Trades

Date ¹		Percentage of workers working weekly		
		Under 48 hours	48 hours	Over 48 hours
1935	January	17 1	70 4	12 5
	April	9 3	81 3	9 4
	July	7 0	80 7	12 3
	October	6 3	86 8	6 9
1935	Average	8 3	82 6	9 1
1936	Average	13 2	77 9	8 9

Estonia

Returns of the Central Statistical Office

Printing and Kindred Trades

Date		Average hours of work per male worker per day ²	
		1st half-year	2nd half-year
1935	1st half-year	7 92	
	2nd half-year		7 92
1936	1st half-year		7 94
	2nd half-year		7 97

¹ First week of the month,

² Data limited to undertakings employing 20 or more workers,

France

Returns of Labour Inspectors

Printing Industry

Date	Percentage of workers working weekly		
	Under 40 hours	40 to under 48 hours	48 hours and over
1935 : March	1.8	10.8	81.4
June	0.0	10.1	83.0
September	1.0	10.3	82.7
December	1.3	14.0	84.4
1936 : March	2.4	15.0	81.7
June	3.0	11.8	82.2
September	1.7	13.4	84.0
December	1.0	15.2	83.2
1937 January	2.5	22.0	74.0

Germany

Statistics of the Institute for Economic Research

Printing and Kindred Trades

Date	Average daily hours per worker	
	1935	1936
1935 : March	7.60	
June	7.58	
September	7.51	
December	8.03	
1936 : March		7.72
June		7.60
September		7.64
December		8.24

Great Britain

*Statistics published by the Ministry of Labour relating to a week
in October 1935*

	Average normal weekly hours (excluding) meal-times)	Average hours work ed taking into account normal hours, short time and overtime
Newspaper and periodical printing	44.8	46.5
Book and music printing	47.6	47.1
Printing job and general work (including lithography stereotyping electrotyping etc.) :		
Firms employing 10 or more workers	47.0	49.2
Firms employing less than 10 workers	47.5	47.2
Bookbinding including account books	47.0	48.5
Printing undefined, and combinations of above		
Firms employing 10 or more workers	47.8	49.0
Firms employing less than 10 workers	47.7	47.7

The figures relate to the 1st of the following month.

Hungary

Returns of the Royal Hungarian Statistical Office Printing

Date	Average daily hours per worker
1934 (average)	6 71
1935 (average)	6 64

Italy

Returns of the Fascist General Confederation of Industries Printing and Kindred Trades

Date	Average hours of work per worker per month
1935 March	174
June	176
August	170
1936 October	177

Japan

A. — Returns of the Imperial Cabinet Printing, Paper, and Kindred Trades

Date	Average hours of work per worker per day
1935 March	9 42
June	9 42
September	9 45
December	9 47
1936 March	9 40
June	9 38
September	9 38
October	9 48

B. — Returns of the Bank of Japan

Date	Average hours of work per worker per day	
	Printing	Bookbinding
1935 March	9 88	10 65
June	9 72	9 98
September	9 73	10 30
December	10 48	11 85
1936 March	9 95	10 73
June	9 70	10 28
September	9 88	10 48
December	10 58	11 67

Poland

Returns of the Central Statistical Office

Printing and Kindred Trades

Date	Average hours of work per worker per week
1935 : March	44.7
June	44.8
September	45.0
December	45.0
1936 : March	44.3
June	44.5
September	44.5
December	45.2
1937 : January	44.2

Sweden

Returns of the Social Board

Printing

Date	Average hours of work per worker per week
1935 : November	48 "
1936 : November	49.5

Switzerland

Returns of Federal Department of National Economy

Printing and Kindred Trades

Date	Percent going workers working weekly		
	Under 48 hours	48 hours	Over 48 hours
1934 : 1st quarter	12.0	50.5	0.0
2nd quarter	8.8	90.3	0.9
3rd quarter	7.5	91.5	1.0

United States

A. — Returns of the U.S. Bureau of Labor Statistics

Printing and Publishing

Date	Average hours of work per worker per week	
	Commercial printing and publishing	Newspaper printing and publishing
1935 : March	37.5	37.0
June	37.2	36.7
September	37.4	36.6
December	36.0	37.6
1936 : March	38.5	37.2
June	38.1	36.9
September	37.6	36.9
November	39.6	37.6

B. — Returns of the National Industrial Conference Board

Printing

Date		Average hours of work per worker per week	
		Commercial printing	Newspaper printing
1935	March	37 3	36 5
	June	38 5	35 1
	September	38 2	36 3
	December	39 5	36 8
1936	March	39 4	37 1
	June	39 0	35 7
	September	40 3	37 5
	December	42 8	38 4
1937	January	41 7	38 0

IV — GENERAL SURVEY OF PROBLEMS ARISING OUT OF INTERNATIONAL REGULATIONS

The Conference will first have to decide whether the reduction of hours of work in printing and kindred trades should be dealt with by international regulations at the present time. If so it will next have to consider, in accordance with the decision of the Governing Body, whether the ordinary double-discussion procedure should be followed or whether the subject should be dealt with by a single and final discussion with a view to the immediate drafting of regulations.

In order to enable the Conference to adopt either of these procedures, with a full knowledge of their implications the Governing Body instructed the Office to prepare (1) a list of points on which Governments should be consulted if the Conference favours a double discussion and (2) a proposed international Draft Convention as a basis for discussion if the Conference decides on the second alternative.

In this chapter the points on which Governments should be consulted are discussed, with particular reference to the various national regulations special to printing and kindred trades.

1 Desirability and Nature of International Regulations

As was stated in the introduction to this Report the Nineteenth Session of the International Labour Conference in 1935 adopted a Draft Convention, according to which every Member of the International Labour Organisation which ratifies the Convention undertakes to apply the principle of the 40-hour week to classes of employment in accordance with the detailed provisions to be prescribed by such separate Conventions as are ratified by that Member. In conformity with this procedure, the Conference considers at its various sessions the desirability of adopting special Conventions for particular classes of employment. The choice of the classes of employment on which the Conference is to take a decision is the result of proposals either made directly by the Governing Body or put forward at the Conference and subsequently approved by the Governing Body.

The latter is the case for printing and kindred trades, which formed the subject of a resolution adopted by the Nineteenth Session of the Conference and reproduced at the outset of this Report

As early as September 1934, when the Governing Body was considering the list of the first industries in which the 40-hour week might be introduced, its attention had been drawn to printing and kindred trades. The arguments in favour of an early, if not immediate, selection of this industry were set forth in detail in the above-mentioned resolution, adopted by the Nineteenth Session of the Conference. Acting on this resolution, the Governing Body decided to place the question of the reduction of hours of work in printing and kindred trades on the Agenda of the Twenty-third Session of the Conference.

It was stated above that the general Convention to limit hours of work to 40 in the week provided that this principle should be applied to various classes of employment by *separate Conventions*. It follows that the proposed regulations for printing and kindred trades should presumably take the form of a Draft Convention. But in the first place Governments should be consulted on the question whether they favour the adoption of international regulations for reducing hours of work in this industry.

2. Scope

To determine the scope of the proposed international regulations concerning the printing and kindred trades, two methods appear to call for special attention. One is based on an enumeration of the categories of occupations covered, the other on an enumeration of the categories of undertakings.

As regards the first method, it is necessary to repeat what has been stated previously on several occasions, on the subject of other proposed Draft Conventions prepared by the Office. If the international regulations were to apply only to the specific occupations enumerated—even assuming that the enumeration might comprise most of the occupations that are held to belong to the printing and kindred trades—the result would be in practice that the workers in any particular undertaking would or would not be covered according to the occupation to which they belonged. Such discriminatory treatment may be justified, for

instance if it is desired to establish shorter hours for certain unhealthy occupations but can hardly be allowed when it is proposed to regulate hours of work in printing and kindred trades taken as a whole.

The other method avoids this drawback for it consists in applying the regulations to all the persons employed in specified categories of undertakings whether workshop or office staff. In this case, however the enumeration of the categories of undertakings must be wide and full enough to cover practically all the undertakings in the printing and kindred trades. The scope of each of the first two international Conventions on hours of work i.e. for industrial undertakings (1910) and for commerce and offices (1930) was defined by this method which has also been adopted for most of the national laws and regulations on hours of work. It has moreover the advantage of making it comparatively easy to supervise the enforcement of the regulations.

A. — UNDERTAKINGS COVERED

(a) *Determination of the Work done in Undertakings which might be covered by the International Regulations*

As it seems that the scope of the international regulations should be determined on the basis of categories of undertakings the Office has drawn up a list of the work done in the undertakings to which the proposed Draft Convention might apply.

This list, which has been prepared in the light of the discussions of the Preparatory Technical Tripartite Meeting for the Printing and Kindred Trades (see Appendix) is as follows:

- (i) Work done in letterpress printing
- (ii) Work done in lithographic printing
- (iii) Work done in intaglio printing
- (iv) Work done by processes derived from any of the above-mentioned processes
- (v) Work done in binding and stitching
- (vi) Work done in the preparation for printing of blocks produced by photo mechanical processes, by engraving on metals, and by engraving on wood,

(vii) Work done in the multiplication of documents by machines other than those used in printing work

The Office considers that the following explanations should be given in regard to these various kinds of work

(i)-(iv) *Work done in letterpress printing, lithographic printing, and intaglio printing and work done by processes derived from any of the above-mentioned processes*

The above-mentioned items comprise all printing work, for, as stated in the part of this Report dealing with the nature and organisation of the work in printing and kindred trades, there are three fundamental printing processes those in which the printing surface is in relief, those in which it is flat, and those in which it is sunk, which are indicated here by the three terms "letterpress printing", "lithographic printing", and "intaglio printing"

From these three typical processes a number of others are derived, some of which are very important They are included in the fourth item Thus lithography, as the name itself shows, is a process for reproducing, originally by means of a press, what has been written or drawn on a special stone Offset printing is a process derived from lithography in which, among other things, sheets of zinc take the place of the stone This new process, which is very economical when a large number of copies have to be made, is used in many newspaper printing works It is probable that still other processes will be discovered, but the formula proposed above seems sufficiently wide to cover them all

The term "printing" applies to the preparation and carrying out of a whole series of printing operations, such as typesetting, blockmaking, stereotyping, and printing, and to various subsequent operations, such as folding, stitching, and binding In this respect, it should be noted that, with the wording given to the items above, an undertaking engaged in any one of the above-mentioned operations will be held to belong to the printing and kindred trades in the same way as an undertaking carrying out all these operations Thus, undertakings which specialise in typesetting and do not print will be covered, as also those which print but do not set type This is why it seems undesirable to specify particular printing operations,

although the Preparatory Technical Tripartite Meeting proposed to mention in the list typographic founding and stereotyping

A question arises however in regard to typographic founding for it is necessary to distinguish between on the one hand, undertakings which specialise in founding type, lines and plates and co-operate directly in printing work by providing type, etc. for the printers and which are therefore included in the definition of the printing and kindred trades, and on the other hand undertakings which manufacture movable type but do not use it themselves for printing work. As was stated at the Preparatory Technical Tripartite Meeting this last category of undertakings is small owing to the development of mechanical typesetting by means of linotype and monotype machines, and it belongs to the metal industry rather than to the printing industry. This is the case for instance in France where the official classification of industries and occupations includes these occupations with those in the metal industry.

It would be desirable, however to obtain the opinion of Governments on the expediency of expressly excluding undertakings which specialise in founding movable type.

(v) Work done in binding and stitching

Although these processes come after the actual printing as already indicated, and are therefore included among the kinds of work enumerated under (i) to (iv) the Office has considered it desirable to provide a special heading for the work done in binding and stitching in order to remove any doubts that might arise in this respect. This work may be carried out either in the same undertakings that engage in printing work or in separate undertakings, and it seems necessary to place them all on an equal footing as regards the regulation of hours of work.

The term binding comprises not only binding proper but also all the related processes such as gilding the manufacture of account books (including ruling) commercial registers diaries, albums box files exercise books, notebooks, etc. It therefore seems unnecessary to make a special mention of the manufacture of account books, as was proposed by the Preparatory Technical Tripartite Meeting. Stitching similarly

comprises various related operations, such as assembling, label-making, numbering, paging, etc

A question arises on the subject of the manufacture of cardboard goods and of articles from paper. The Preparatory Technical Tripartite Meeting proposed that these should be expressly mentioned as belonging to the printing and kindred trades. The discussion that took place at the Meeting, however, showed that the term comprises a great variety of items. The manufacture of some of the articles in question (e.g. fancy-dress masks) has nothing to do with printing and kindred trades, whereas other articles, such as envelopes, paper bags, decorated cardboard boxes, etc., are often printed and, moreover, are frequently obtained by processes similar to those carried out in printing works. This last category of work might therefore be held to belong to the printing and kindred trades, more particularly as, in many countries, the undertakings which engage in printing work and in the manufacture of the above-mentioned articles are the same. It should be noted, however, that a few of the national regulations special to the printing and kindred trades apply only to some of these processes. Thus, in the United States, the code of fair competition for the graphic arts industries applied only to workers employed in undertakings making envelopes or bags of paper printed by means of printing processes proper or processes closely related to printing processes. In this connection, it should be noted that only a comparatively small proportion of the workers in such undertakings engage in printing work, by far the larger proportion being employed in making the paper or cardboard articles in question. In other countries, in France for example, cardboard goods and articles made from paper are held to belong to the manufacture and working up of paper, the Decree establishing the 40-hour week in the printing industry does not apply to them.

In these conditions, it seems desirable to consult Governments on the question whether the international Draft Convention should apply to the work done in manufacturing certain articles made from paper or cardboard which is generally carried out in printing works, and if so, whether the whole staff of such undertakings should be covered or only the workers engaged on the printing work done to these articles.

(vi) *Work done in the preparation for printing of blocks produced by photo-mechanical processes, by engraving on metals and by engraving on wood*

As stated above, printing work comprises blockmaking. Here again, however there seems to be justification for making a special item since there is a difference between the manufacture of plates for letterpress printing which is always carried out in a printing works, and that of plates obtained by "photo-mechanical processes or by engraving on metal or wood which is often carried out away from printing works.

By "photo-mechanical processes" are meant all processes in which the drawing or letterpress to be reproduced is transferred by photographic means. Photogravure is the most important of these processes but there are others such as heliogravure and half tone work. In addition there are photo-mechanical processes such as photo-lithography and photo-typing which are not based on the engraving principle. There are thus a great variety of these processes and it would be a difficult matter to enumerate them all. For this reason the Office has proposed to adopt the general formula suggested at the Preparatory Technical Tripartite Meeting which would cover not only all existing processes but also those invented in the future. Besides "photo-mechanical processes" there are also engraving on metals and engraving on wood for printing two old-established processes which are being used less and less but still exist and are necessary for certain kinds of work.

In brief if Governments were to approve the proposed text, the Draft Convention would apply to all work done in the preparation of blocks whatever the process used.

(vii) *Work done in the multiplication of documents by machines other than those used in printing work*

This item includes work which so far appears to have been left out of national hours of work regulations special to the printing and kindred trades or to printing works only. The Office has considered that it should be included in the list of the kinds of work that it proposes should be mentioned in the international Convention on account of the fact that, during the discussions of the Preparatory Technical Tripartite Meeting

many speakers, both employers and workers, were in favour of such a step. Both maintained that roneo, multigraphing, etc., machines were serious rivals of printing works proper.

An increasing number of undertakings, equipped with machines for reproducing a large number of copies of documents at a very low cost, are able in this way to deprive printing works of numbers of orders. Their competition is felt all the more severely in that they are frequently outside the scope of hours of work regulations. In these conditions it seems desirable to ask Governments whether work done in the multiplication of documents by machines other than those used in printing work should not be covered by the regulations on hours of work for printing and kindred trades, of course, subject to any exceptions that may be found necessary.

In drawing attention to this work special mention should be made of that carried out in administrative departments and the offices of commercial undertakings, banks, insurance companies, etc., which use one or more duplicating machines for their own purposes and not for carrying out orders from outside. It seems that it should be possible for the competent authority in each country to be able to exempt the persons employed in administrative departments and in offices from the application of the international Draft Convention. This is a point, however, on which it would be useful to obtain the opinion of Governments.

On the other hand, the Office has not considered it necessary to make a special mention of stencil colour work, as was proposed by the Preparatory Technical Tripartite Meeting, for this work is only of secondary importance and consists in colouring newspaper illustrations, fashion plates and maps by means of copper or cardboard stencils. Stencil colour work can thus be considered subsidiary to the printing and engraving processes which are already included in the list. It might, however, be desirable to obtain the opinion of Governments on this point.

If Governments take the kinds of work enumerated above as a basis, they could say whether they consider the list to be satisfactory, or whether the wording of the items or their order should be changed, or whether some of them should be removed or others added.

In this connection it would be useful to know whether certain special kinds of manufacture involving printing work should be excluded from the printing and kindred trades.

In the first place there is the question of the manufacture of wallpaper. This certainly involves a printing process but, as was stated at the Preparatory Technical Tripartite Meeting the organisations of employers and workers in this industry are separate from those for printing and kindred trades and the collective agreements concluded for the latter do not apply to them. The industry in fact, appears to have its own distinct features. It would be useful to know whether Governments would object to excluding the manufacture of wallpaper from the scope of the international Draft Convention.

There is next the manufacture of printed metal packing cases such as tins etc. The workers' representatives at the Preparatory Technical Tripartite Meeting held that the work of printing on metal should not be included in the regulations for printing and kindred trades since the special feature of the latter industry is that the printing is effected on paper, card board or some similar material. If a wider definition were adopted there would be a risk of including the manufacture of certain products such as linoleum which although involving printing work, yet has nothing to do with the printing and kindred trades.

The same would apply to textile printing which in the textile industry is regarded as a finishing process. As a rule the national regulations on hours of work in the textile industry apply to the printing of textiles. Similarly in the international field, the proposed Draft Convention for the textile industry submitted to the 1930 Session of the Conference also covered this process.

Thus, subject to the various reservations made above the undertakings which carry out the categories of work enumerated might be covered by the international regulations.

(b) *Determination of the Undertakings or Branches thereof deemed to belong to the Printing and Kindred Trades*

The definition of printing and kindred trades, based on the undertakings where the kinds of work enumerated above are carried out, raises a certain number of problems on which it appears necessary to consult Governments. Doubts may in fact arise in the case of certain processes as to whether the

undertakings engaging in them should be subject to the international regulations. These cases of delimitation between the printing and kindred trades and other industries appear to lie within the competence of the national authorities. When suitable solutions have been found, the limits of the printing and kindred trades will have been established.

But within these limits, special cases will arise. In practice there are two kinds of undertakings those in which the carrying out of work belonging to the printing and kindred trades forms their sole or main activity, and those in which it forms only a subsidiary part of their activity.

Undertakings engaged wholly or mainly in the execution of work done in printing and kindred trades — Undertakings which engage wholly or mainly in the execution of work done in printing and kindred trades should clearly be subject to the regulations.

In this connection, reference should be made to the particular case of certain large undertakings in the industry which, apart from their printing works or workshops properly so-called and the various related departments (for management, composing, printing, etc.), possess central offices, commercial offices, agencies, branches, etc., which are situated in premises clearly separate and distant from those of the printing works, have their own staff, are independent in their organisation and working, and have no direct technical connection with the actual execution of work done in printing and kindred trades.

The special situation of these undertakings makes it necessary to state clearly what, for the purposes of the regulations, is meant by "undertakings" or "establishments", these two terms often being employed indiscriminately.

It is in fact necessary to distinguish between the undertaking or establishment regarded as a technical unit, which forms a definitely localised whole, and the undertaking or establishment regarded as an economic unit, the various parts of which may be scattered.

If the undertaking or establishment regarded as a technical unit and that regarded as an economic unit occupy the same premises or set of premises, no special question arises; and if the undertaking or establishment is of the nature of a printing undertaking or establishment, all its departments must be made

subject to the international regulations whether they are technical administrative accounting or other departments

But if the undertaking or establishment regarded as an economic unit consists of various parts which occupy premises or sets of premises that are clearly separate and distant from each other and these parts form as many independent groups, it seems that only those parts should be considered to belong to the printing and kindred trades which engage in work belonging to these trades together with the departments essential for their working. The other parts where only office work or commercial business is carried on should be left outside the proposed regulations.

Undertakings not belonging to the printing and kindred trades certain branches of which are engaged wholly or mainly in the execution of work done in the said trades — The special case to be considered here is that of the work belonging to printing and kindred trades which is carried on in undertakings not belonging to these trades because their main activity cannot be classified under this heading. Such work may be done in branches clearly distinct from the other branches of the undertaking having their own organisation and premises and their separate staff and in fact enjoying a certain degree of autonomy within the undertaking.

Thus certain undertakings whose main activity does not belong to the printing and kindred trades but which consume large quantities of printed matter (prospectuses, catalogues, labels, wrappers, etc.) have their own printing shops which are often quite large. This is the case, for instance for administrative departments, railway undertakings, drug factories, chemical factories, metal works, etc. which themselves do all the printing they need.

In these cases it seems that if an undertaking not belonging to the printing and kindred trades has branches which engage wholly or mainly in the execution of work done in these trades such branches might be considered to belong to the trades in question since their character is in fact that of a true printing or kindred undertaking. On this point the Preparatory Technical Tripartite Meeting had suggested that all undertakings, establishments and institutions in which such work is done as a subsidiary' should be held to belong to the printing and

kindred trades, "but only as regards the workers engaged on such work" No doubt it may sometimes be difficult to determine whether a particular workshop is in the nature of a branch of an undertaking But a similar difficulty may arise in making a precise delimitation between the undertakings which would be covered by the international Convention and those about which there might be some question It is clear, however, that these are special cases for which the international regulations can only lay down a principle, more especially as they may vary very much in character according to country and date

It is therefore certain that in practice the international regulations cannot provide for a complete definition of printing and kindred trades It thus seems desirable that, for these regulations as for the other Draft Conventions already adopted, provision should be made for the competent national authority to determine in doubtful cases, in the manner it considers best, whether a particular undertaking or branch of an undertaking should or should not be covered by the international regulations Before taking such decisions, the competent national authority might be required to consult the employers' and workers' organisations concerned

Public and private undertakings — The undertakings deemed to be printing and kindred undertakings may be run by a public authority or by a private individual or enterprise.

In the present connection it does not seem necessary to draw a distinction between public and private undertakings, since both should be subject to the same regulations The national laws and regulations generally apply to both categories The countries in which hours of work in printing and kindred trades have been reduced to 40 in the week have adopted measures for applying this limit also to the State printing works and other printing works belonging to public institutions Thus in the United States the 40-hour week has been introduced in the Government Bureau of Engraving and Printing In France the 40-hour week legislation applies to both public and private undertakings In Italy an agreement has introduced the 40-hour week in the State Polygraphic Institute Similarly, the international Conventions on hours of work so far adopted do not provide for discrimination between public and private undertakings

There appear to be no social reasons justifying such discrimination. From the economic point of view it would also be unsatisfactory if two undertakings engaging in the same processes were to be subject to different regulations. Finally it would be difficult to justify the exclusion of an undertaking from the scope of the industry because it is run by a public institution while other undertakings in the industry would be under an obligation to comply with the international regulations.

(c) *Determination of the Undertakings which may possibly be exempted from the Application of the International Regulations*

There is a category of undertakings for which the national and international hours of work regulations have laid down a distinction. These are the undertakings in which only members of the employer's family are employed. The family nature of such undertakings and the difficulty, not to say impossibility, so far met with in supervising them effectively have meant that many of the national laws and regulations leave them outside their scope of application. In the international field they are excluded from the Conventions on hours of work in industry (1919) in commerce and offices (1930) and in public works (1930). The reason why they are not mentioned in the Conventions concerning hours of work in coal mines (1931 revised in 1935) in automatic sheet glass works (1934) and in glass bottle works (1935) is that such family undertakings are not to be found in these industries. That does not appear to be the case, however, in printing and kindred trades. Small handicraft firms, and in particular family undertakings are very usual. They generally engage in job printing or bookbinding and are often by no means negligible as rivals of larger undertakings, especially if only the latter have to comply with certain social legislation such as that limiting hours of work.

It therefore seems desirable to ask Governments whether they consider that the competent authority in each country should have the right to exempt undertakings in which only members of the employers' family are employed.

B. — PERSONS COVERED

With regard to staff, it is necessary to consider whether all the categories of workers employed in the undertakings covered should be subject to the international regulations, or whether some of them may be excluded under national regulations.

(a) *Persons occupying Positions of Management, Trust or Supervision*

In this connection it may be remembered that the Draft Convention limiting the working week in industrial undertakings to 48 hours (1919) exempts persons holding positions of supervision or management or employed in a confidential capacity. The Convention on hours of work in commerce and offices (1930) leaves it open to the competent authority in each country to exempt persons occupying positions of management or employed in a confidential capacity. The Convention on hours of work in coal mines (1931, revised in 1935) exempts persons engaged in supervision or management who do not ordinarily perform manual work, a restriction that was introduced in order that foremen should not be excluded as belonging to the supervisory staff. The Convention concerning the reduction of hours of work on public works adopted at the Twentieth Session of the Conference restricts the competent authority's possibility to make an exception to the case of persons occupying positions of management who do not ordinarily perform manual work. The proposed Draft Conventions prepared by the competent Committees of the Twentieth Session of the Conference included a similar provision, except that relating to coal mines, which retained the formula adopted for the Draft Convention for coal mines of 1931, revised in 1935. It may also be remembered that the Convention concerning employment of women during the night (revised in 1934) provides for the exclusion of women "holding responsible positions of management who are not ordinarily engaged in manual work".

This question of the persons who may be exempted from the regulations has already been the subject of frequent discussion in the Committees of the Conference, but it is nevertheless necessary to return to it with reference, on the one hand, to the

provisions on the subject contained in the national regulations, and on the other to the fact that the end in view is a reduction of the working week to 40 hours

Study will show that a considerable number of the national hours of work laws and regulations expressly exclude certain categories of persons such as heads of undertakings, managers, superintendents, authorised agents accredited representatives technical managers of industrial departments, engineers, operating managers specialised technicians, foremen caretakers, doorkeepers, watchmen fire brigade staff persons employed in commercial and technical offices, bookkeepers, cashiers Most of these categories of persons may be regarded as holding according to circumstances, a position of management, of supervision, or of trust.

In some fifteen countries the laws do not define the categories of persons excluded so exactly but merely exclude persons employed in positions of management, supervision or trust.

Some laws go even further and enumerate the persons covered by these general terms. Thus the Belgian legislation treats the following as persons in a position of trust whatever the undertaking managers, under managers, factors and works superintendents authorised agents and holders of powers of attorney managing or private secretaries and the staff engaged exclusively in the secretarial department engineers chiefs and assistant chiefs of managing commercial or technical services, chief chemists, laboratory directors and their assistants cashiers head foremen, works foremen in so far as they can be deemed identical with head foremen departmental managers shop foremen and head storekeepers stable foremen foremen enginemen, mechanics stokers, electricians and fitters foreman repairers maintenance workers loaders, and transport workers persons in charge of gas generators checkers at receiving offices staff responsible for medical services private watchmen, night watchmen caretakers, doorkeepers and timekeepers It will be seen that this list consists of persons who might also be considered as holding positions of management or supervision A similar provision is to be found in the Rumanian regulations

The Italian hours of work regulations of 1923 exclude occupations which, owing to their nature or the circumstances of the case, require only intermittent work or merely being in

attendance or watching. These occupations are defined by Decrees, but the lists given do not allow of drawing a clear distinction between the different categories of occupations exempted.

As regards the national regulations special to the printing and kindred trades, it may be mentioned that the various codes of fair competition establishing the 40-hour week in this industry in the United States excluded persons who served in executive, administrative or supervisory capacities. Certain other national regulations allow the exclusion of persons who have special artistic or technical qualifications or whose work is of an independent nature.

It should be noted, however, that it would be desirable to limit the exemptions to persons whose hours of work it is impossible or at least very difficult to limit, owing to their special responsibilities or qualifications, and to refer in this connection to existing custom and usage.

(b) *Commercial Travellers*

There is yet another category of persons who are excluded from the scope of certain hours of work laws and regulations, namely commercial travellers. It is clear that there can be a question only of commercial travellers on the paid staff of an undertaking and not of those who work on their own account, placing products of one or more firms. However this may be, the hours of these workers lend themselves neither to limitation nor to supervision, so that there are serious reasons for excluding them.

(c) *Persons employed in Editorial, Administrative, and Commercial Departments of Newspapers*

As a rule the editing and administration of a newspaper are completely independent of its printing. The departments in question are situated in separate premises and are autonomous. Consequently they do not belong to the printing and kindred trades as defined above. There are, however, printing works which own a newspaper whose editorial and administrative departments are situated in the same premises as the

printing works and the commercial department. In such a case it seems that the persons employed in these departments are engaged in work which does not belong to the printing and kindred trades proper. For this reason the French Decree establishing the 40 hour week in the printing industry expressly excludes persons employed in the administrative and commercial departments of newspapers. It will no doubt be necessary to provide similarly for their exclusion in the proposed international Draft Convention.

When an international Convention on the 40 hour week is drawn up it would be necessary to know the opinion of Governments, especially of those which have introduced the 40-hour week, in regard to the above mentioned categories of workers and if need be of other categories.

3 Definition of Hours of Work

As regards the desirability first, of introducing a definition of hours of work in the international regulations and secondly of making such a definition reference should be made to the precedents created by the Draft Convention on hours of work in commerce and offices and that applying the principle of the 40 hour week to public works financed or subsidised by Governments. It must also be borne in mind that in the proposed Draft Conventions put forward by the Committees of the Twentieth Session of the Conference concerning building and civil engineering iron and steel and the textile industry respectively a definition of hours of work was inserted and that in every respect it was identical with that contained in the two Draft Conventions actually adopted. The Committee on hours of work in the textile industry however although it accepted that definition pointed out in its report that short intervals during which the worker may not actually be working but is nevertheless not free to dispose of his own time and movements should be included in the reckoning of hours of work. A similar interpretation is to be found in several of the national regulations applicable to the printing and kindred trades as regards the short breaks allowed to workers employed at night or in shifts.

As in these trades the definition of hours of work for purposes

of international regulation appears to raise no special problem, the definition hitherto accepted might be retained It is as follows

The term "hours of work" means the time during which the persons employed are at the disposal of the employer, it does not include rest periods during which the persons employed are not at the disposal of the employer

Governments might be asked whether they consider that the international regulations should include a definition of hours of work, and if so, whether the above definition can, in their opinion, be applied to printing and kindred trades or whether they have any other suggestions to put forward

4. Limitation of Normal Hours of Work

The general Convention concerning the reduction of hours of work (1935) laid down the principle of the 40-hour week but intentionally left it to separate Conventions to fix the methods of applying this principle with reference to the conditions prevailing in particular industries

A — BASIS FOR DETERMINATION OF THE WORKING WEEK

As appears from an examination of some of the statutory regulations and several of the collective agreements specially applicable to printing and kindred trades, a working week of less than 48-hours is often fixed either for the whole industry, or for some of its branches, or, finally, for specified categories of workers Moreover, in those countries which have introduced the 40-hour week, the printing and kindred trades have formed one of the first industries in which the workers' and employers' organisations have agreed to reduce hours of work

In many undertakings in this industry, such as job printing works, bookbinding workshops, etc., it is the rule for work to be done by day only by a single shift On the other hand, in newspaper printing works, the requirements of the news service often call for night work ; in particular, the work in the printing works of large daily newspapers issued in several editions is organised in two or even three shifts It should be emphasised, however, that in the printing and kindred trades there are no persons working in shifts on processes which, owing to the nature

of the work, must be carried on continuously without a break at any time of the day night or week. Printing works which publish newspapers on every day of the week organise their work in such a way that no worker or shift is employed for more than five or six days. It is therefore unnecessary to provide in the international Draft Convention for special arrangements for continuous processes.

Since all the processes in this industry are what are called non-continuous there are two methods of applying the principle of the 40-hour week to them.

(a) The 40 hour week may be applied strictly that is to say in each week hours must invariably amount to 40. Most of the national laws and regulations special to the printing and kindred trades establish the principle of a fixed working week. It is true that most of them fix a longer week than 40 hours and that some of them indirectly authorise recourse to the averaging of hours.

(b) The principle may be applied more flexibly by calculating the 40 hours, not for each week, but as an average over a specified period. The use of this method has been allowed under the national regulations of two countries which have introduced the 40-hour week. In the United States the code of fair competition for the graphic arts industries provided that in case of need the total hours of work, including overtime, might be calculated over thirteen weeks provided that the average of 40 hours per week was not exceeded. This method however was not found to be satisfactory and has therefore not been maintained with the abolition of the codes. In France the Decree applying the 40-hour week in the printing industry provides that a system for spreading the 40 hours over some other period than the week may be authorised under certain conditions by Ministerial Orders.

B — LIMITATION OF HOURS OF WORK TO 40 IN EACH WEEK

This method is simple to apply and easy to supervise. Whatever the working day may be in practice, the total hours worked during the week by any worker may not exceed 40.

It seems that the working day could be fixed either at 6 hours 40 minutes for each of the six weekdays or—and this

will no doubt be more usual—at 8 hours during five days. This is confirmed by the limits so far fixed in the national regulations applying the 40-hour week to printing and kindred trades. Other arrangements are possible, however, which might require of the worker an excessively long working day, involving some risks to him. To prevent such abuses the most direct means, which is also that usually adopted in the national regulations, lies in prescribing a maximum limit for the working day.

It is likely that the daily maximum limit fixed in practice will not exceed that of 9 hours established by Article 2 of the Hours of Work (Industry) Convention, 1919. Article 5 of this Convention, however, provides that the limits fixed in Article 2 may be exceeded in exceptional cases where it is recognised that they cannot be applied, provided, however, that the average number of hours worked per week does not exceed 48.

Although in printing and kindred trades there do not appear to be any really exceptional cases justifying the calculation of the working week over less than five days, and although none of the national regulations special to this industry authorise a working day of over 9 hours, it would nevertheless be useful to obtain the opinion of Governments on the point. If they consider it desirable that the international Draft Convention should take these very special cases into account, the question arises whether it would be better to fix a relatively high daily maximum limit, which would apply in all circumstances, or, on the contrary, to prescribe a lower maximum limit, which would form the general rule, and to provide for its being exceeded in genuinely exceptional cases. The determination of the cases—in general they will be individual—in which the exceeding of the limit might be authorised and of the maximum amount by which it might be exceeded should apparently be left to the competent national authority, which alone can have full knowledge of the facts and can adopt the most satisfactory methods.

All these are points on which Governments should be consulted.

There remains a question calling for special consideration, namely that of making up lost time. Several national regulations, and in particular the French Decree applying the 40-hour week in the printing industry, provide for the making-up of time lost owing to a collective suspension of work in the undertaking. The causes of suspension giving a right to make up lost time that

are most frequently mentioned are accidents and cases of *force majeure* accidents to material, interruption of motive power natural catastrophes the closing of undertakings on certain holidays slack seasons

In most cases the making up of lost time must take place within a specified period, and a maximum is fixed for the consequent extension of daily and weekly hours

In practice the question of making up lost time arises only in the present case, namely that of limiting the working hours to 40 in each week for when hours are calculated as an average lost time may be made up without further complication, since the provisions concerning the period for calculating the average and the daily and weekly maxima usually allow sufficient scope On the other hand when hours are fixed uniformly for each week, the facilities are much smaller It rarely happens that lost time can be made up during the same week by extending hours on the following days As a rule it must be made up during one of the following weeks, and in this case the weekly limit of 40 hours will necessarily be exceeded Consequently if it is desired to permit the making up of lost time, it will be necessary, if hours are limited to 40 in each week, to make special provisions

As this question acquires particular importance when regulations are introduced reducing the number of hours worked Governments might be consulted on the desirability of including in the Convention provisions for allowing the making up of lost time when hours of work are strictly limited in the day and in the week At the same time they should be required to give their opinion on the reasons justifying the making up of lost time, the period within which it must be made up and the maximum extension of the working day and working week allowed It would also be useful to know whether in this connection, they wish the international regulations to include formal provisions, or whether they prefer these provisions to be established by national regulations

C — LIMITATION ON THE BASIS OF AN AVERAGE WORKING WEEK

The flexibility of this second method makes it easier for undertakings to adapt themselves to fluctuations in production and thus ensures greater stability for the staff It may also be

remembered that this method of calculation affords great facilities for making up time lost owing to a collective suspension of work

On the other hand, the supervision of the hours worked by each worker becomes more difficult, for the number of hours to be taken into account in the calculation is spread over several weeks. And the longer the period over which the average is calculated, the greater will these difficulties of supervision be. It therefore seems indispensable to fix a maximum limit for the period over which the average may be calculated. In practice the national regulations that allow this system of averaging hours, especially for the establishment of the 40-hour week, generally fix the number of weeks over which the average may be calculated.

As regards the national regulations special to printing and kindred trades, it may be mentioned that the United States code of fair competition for the graphic arts industries provided, as stated above, a limit of thirteen weeks for the calculation of the average 40-hour week. In France the Decree applying the 40-hour week in the printing industry states that, if hours are calculated over some other period than the week, their arrangement must be fixed by ministerial orders, so far no such order has been issued.

It may be asked whether the maximum limit for the period taken as a basis of calculation should be fixed in the international regulations, or whether this task could be left to national regulations without a risk of leading to considerable divergences of application in the different countries.

As the spreading of hours over several weeks should facilitate the making-up of lost time, it may be mentioned that the French Decree for the printing industry referred to above provides that the time-limit for making up time lost owing to a collective stoppage of work of not more than one week may be as much as 50 days following the resumption of work. In the case of stoppages exceeding a week this limit of 50 days may be exceeded, subject to a permit from the labour inspector issued after consultation with the employers' and workers' organisations concerned. As regards the making up of time lost owing to slack business, the inspector may authorise up to 100 days a year, similarly after consultation with the employers' and workers' organisations concerned.

When the working week is calculated as an average over a specified period the problem of the maximum daily limit also arises as well as that of the maximum weekly limit. If there were no provisions in this respect, it might be feared that while the employers and workers concerned respected the average working week of 40 hours they might be tempted for various reasons to extend hours unreasonably on certain days or weeks. It therefore seems that the limitation of the maximum working day and working week would be an effective method of preventing abuse of any possibility of spreading hours that may be authorised subject to the average of 40 hours a week.

As regards the maximum working day it has been stated above that the limit of 8 hours might be found acceptable.

As regards the week the limit that appears reasonable is that provided in the Hours of Work (Industry) Convention of 1919 namely 48 hours in the week. This was the limit adopted in the United States for the code of fair competition for the graphic arts industries.

Further as mentioned above in connection with the maximum daily limit, when hours are fixed strictly at 40 each week, it is also possible to provide for very exceptional circumstances when it may be necessary to exceed the maximum limits fixed while respecting the total number of hours normally corresponding to the period over which the average is calculated. The possible methods are the same as those already mentioned in regard to the exceeding of the maximum daily limit. Here too it can only be a question of individual cases which must clearly be dealt with by national regulations.

In regard to the method of limiting hours of work on the basis of an average working week it may be mentioned that the Draft Convention concerning the reduction of hours of work on public works (1980) adopted in application of the Convention laying down the principle of the 40 hour week (1985) fixes hours of work at an average of 40 in the week. It provides that the number of weeks over which this average may be calculated and the maximum number of hours that may be worked in any week shall be determined in each country by the competent authority after consultation with the organisations of employers and workers concerned where such exist. This Draft Convention does not contemplate a maximum limit.

for the working day Similar provisions were contained in the proposed Draft Conventions submitted by the Committees of the Twentieth Session of the Conference for building and civil engineering and for iron and steel, and were also proposed for retting operations in the textile industry For other operations in the textile industry, on the contrary, the hours contemplated in the proposed Draft Convention were strictly limited to 40 in the week

It will be for Governments to state their views, and should they decide in favour of limiting hours to an average of 40 in the week, it seems necessary to consult them on the questions of the period for calculating the average, the daily and weekly maximum limits, and the extent, if any, to which the limits may be exceeded Finally, it would also be desirable to have their opinion on the part that should be played by the international and national regulations respectively in fixing the proposed standards

5. Exceptions

The general national regulations on hours of work provide for exceptions to the normal hours in the form of extensions of hours when necessitated for various reasons The regulations special to printing and kindred trades refer as a rule either explicitly or implicitly to the general regulations as regards the reasons for extension, the amount of extension allowed, the formalities to be fulfilled in order to obtain a permit, and overtime pay

The circumstances or reasons which under the various national regulations justify exceptions to the rules concerning hours of work in printing and kindred trades may be classified into three groups

A — GENERAL EXCEPTIONS FOR CERTAIN PROCESSES OR CERTAIN CATEGORIES OF PERSONS

The first group comprises exceptions of a general and permanent character which are needed to carry out certain kinds of work or to engage in certain occupations These kinds of work and occupations are the following

Preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking or branch thereof or of the shift

Occupations which by their nature involve long periods of inaction during which the persons concerned have to display neither physical activity nor sustained attention or remain at their posts only to reply to possible calls

Work which for technical reasons cannot be interrupted at will

Work connected with the transport, delivery loading or unloading of goods

Work connected with the introduction of any new process or the taking into use of any new appliance or machinery

Employers would obviously be automatically entitled to make use of these exceptions, within the limits fixed without fulfilling any formalities

The amount of the extension needed for each of the kinds of work or occupations mentioned above will depend on circumstances which vary markedly from one country to another and even from one undertaking to another and which it is therefore very difficult to know and assess for the purpose of drawing up an international rule. Any extension that might be fixed by the international regulations would run the risk of being insufficient in one case and excessive in another. For this reason it seems preferable to leave it to national regulations to fix limits corresponding to the actual needs of undertakings.

Since these extensions are permanent in character the question of remuneration is settled in the contract of employment itself for when the normal wage is fixed account is taken of the obligations imposed on the workers in question, which include the working of hours in conformity with the authorised exception.

B — EXCEPTIONS IN EXTRAORDINARY CIRCUMSTANCES

The second group of exceptions relates to certain extraordinary circumstances such as

Accidents, actual or threatened, or urgent work to be done to machinery or plant, or cases of *force majeure*,

The need to make good the unforeseen absence of one or more members of a shift

The first of these exceptions is allowed in most of the national regulations. The second is needed for all cases in which the work is organised in shifts and might suffer if one or more members of the shift required to carry it out are absent.

Considering the nature of these exceptions, it seems that it should be possible to have recourse to them without any previous formality, since it is to the interest of both employers and workers that the necessary work should be carried out as quickly as possible. The employer might, however, be required to notify the competent authority without delay of any time worked in excess of the normal hours and of the reasons therefor.

As regards the amount of the extension, it should be limited to the period strictly needed for reducing the interference with the ordinary working of the undertaking to a minimum.

With respect to remuneration, it should be remembered that hours worked in virtue of these exceptions undoubtedly form an extension of the normal hours fixed for the persons concerned. It is therefore reasonable that these hours in excess of the normal should be paid for. On the other hand, the question of increasing the rate of pay for these hours is a more controversial one. Here it should be noted that the employer derives no direct profit from this overtime, as may be the case when overtime is worked with a view to increasing production. It merely reduces to a minimum the losses caused by the interference with the working of the undertaking. The international Conventions already adopted on hours of work contain no provisions on this subject, except that on coal mines, which provides for the payment of overtime worked in virtue of the first of these exceptions at not less than one and a quarter times the regular rate.

C — OVERTIME WITH INCREASED PAY

The third group of exceptions relates to the overtime with increased pay that may be needed to meet various requirements of the undertaking, and especially to cope with exceptional pressure of work.

Undertakings in the printing and kindred trades are often required to carry out urgent orders or to complete work at short notice. Many of the national regulations special to this industry accordingly provide for the possibility of working overtime in order to meet these economic requirements.

The international Conventions on hours of work allow for an exception of this kind except the Conventions concerning glass works, which relate only to continuous processes here owing to the continuity of these processes and the fact that they are carried out by successive shifts, there is no need for such an exception. The Conventions concerning hours of work in industry commerce and offices, and public works allow overtime to meet exceptional cases of pressure of work. The Convention concerning hours of work in coal mines simply grants an overtime allowance without specifying the circumstances in which it may be used, and thus leaves greater freedom to employers in using the overtime at their disposal.

For the international regulations at present under consideration such freedom may seem all the more desirable in that the regulations are based on a limitation of the working week to 40 hours. It seems necessary however to prevent recourse to this overtime from taking the form of a regular and systematic increase of the working day obtained by spreading the overtime allowance over every day of the year at the rate of a certain number of minutes per day. Such a practice would certainly be contrary to the spirit of the exception.

Nevertheless in view of the fact that this overtime is intended to meet economic needs, it may be feared that its use may be abused and the conditions of competition consequently modified. It therefore seems that its amount should be limited in order that undertakings in the various countries may be placed on an equal footing. It may be remembered in this connection that the limitation of such overtime is frequent in the national regulations and that it is to be found in the Conventions on hours of work in coal mines (60, 100 and 150 hours per year according to the kind of mine) and on public works (100 hours per year).

Finally it is generally accepted that this kind of overtime should be paid at an increased rate. The rate varies widely according to country and in each country often according to the agreements concluded between the parties concerned. Sometimes

a flat rate of overtime pay is fixed. Sometimes the rate varies with the amount of overtime worked and according as it is worked by day, at night, on Sundays or on public holidays. The international Conventions on hours of work which allow this overtime fix a uniform rate of increase of one and a quarter times the normal rate of wages. The proposed Draft Convention on the reduction of hours of work in the textile industry, adopted by the competent Committee of the Twentieth Session of the Conference, provided, however, for time-and-a-half rates.

Governments might be consulted on the desirability of providing in the international regulations on the reduction of hours of work in printing and kindred trades for the various exceptions mentioned above. At the same time, they should be asked to suggest any other reasons for exceptions that they may consider necessary.

As regards the exceptions in the first group, it would for instance be useful to know whether Governments are in favour of limiting the extension of hours by national regulations. As regards those in the third group, Governments should be consulted as to the amount of overtime allowed, the rate or rates of increased pay for such overtime, and the condition that this overtime should not be used as a means of systematically extending the working day or week.

6. Application of Certain Provisions of the International Regulations by Means of Collective Agreements or Arbitral Awards

The international regulations to which it should be possible for the international regulations to conform cannot enter into all the details of applying the 40-hour system. On certain points they must be content with prescribing general standards, the methods of applying which will necessarily vary from one country to another, so that they cannot be fixed otherwise than nationally. The international regulations must therefore leave it to national regulations to find the solution for certain problems in regard to which they only lay down a general principle.

The national authority may give its solution in the form of regulations. Most of the Conventions so far adopted have had recourse to this method, and in several cases they provide that

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before issuing such regulations the competent authority should consult the employers and workers organisations concerned and even in certain cases should take existing agreements into account.

On several occasions, however at previous Sessions of the Conference and at the various tripartite meetings the delegates of certain countries have expressed the wish that the international regulations should have direct recourse to collective agreements, which in these countries play an important part in regulating conditions of employment.

The question arises whether it would not be possible to take these wishes into account and to make use of collective agreements, and therefore also of arbitral awards, for the application of some of the provisions entrusted by the international regulations to national regulation.

It would obviously be necessary to have a guarantee that these collective agreements or arbitral awards would in practice have the same effect as regulations issued by the public authority. It would therefore be for the competent authority of each country to determine whether such a guarantee exists. If not, or if the collective agreements or the awards no longer take effect, it would be clearly understood that the regulations of the competent authority would take the place of the agreements or awards in question.

If the principle of recourse to collective agreements or arbitral awards is accepted for the application of certain provisions of the Convention it becomes necessary to consider what practical scope it should be given. Among the questions that might usefully be regulated by collective agreements or arbitral awards are the following: the fixing of the maximum period over which the average working week may be calculated (if this method of calculation is adopted); the making up of lost time; the limitation of the extension of hours of work in the case of general exceptions applicable to certain categories of work or persons; the fixing of the overtime allowance for which an increase in pay is due.

The consultation of Governments might relate in the first place to the principle of using collective agreements or arbitral awards for the application of certain provisions of the international regulations, and, secondly to the provisions that might be applied by this means.

7. Measures of Enforcement and Supervision

It would be desirable for the proposed Draft Convention on the reduction of hours of work in the printing and kindred trades to contain a certain number of provisions for enforcement and supervision, such as are to be found in the other Draft Conventions on hours of work already adopted. Some of these provisions would apply to the employers whose undertakings are subject to the Convention and others to the Governments of countries having ratified the Convention.

A. — OBLIGATIONS IMPOSED ON EMPLOYERS

The first measures for securing the due application in each country and in each undertaking of the rules laid down by the Convention might take the form of an obligation imposed on employers to post up or to make known by any other suitable method approved by the competent authority the time-table of the undertaking and, if need be, of each shift, the arrangement of hours of work, the rest intervals not included in hours of work, etc.

Employers might also be placed under an obligation to keep a record of the use made of the allowance of overtime with increased pay placed at their disposal, and also of the amount of the payments made in respect of the overtime worked.

B. — INTERNATIONAL SUPERVISION

The second set of measures for facilitating international supervision of the application of the Convention in the countries having ratified it might be taken under Article 22 of the Constitution of the Organisation. Governments of the countries having ratified the Convention might be required to communicate to the International Labour Office all information relating to the application of the Convention and in particular to any regulations that might have been adopted under the provisions of the Convention and to the application of these regulations.

This information might, if necessary, also relate to the application of certain provisions of the Convention through collective agreements or arbitral awards.

It would be desirable to ask Governments whether they consider these measures for enforcement and supervision sufficient, and if not, to request them to propose others.

8 Suspension of the Regulations

Several of the general laws and regulations on hours of work provide that their application may be suspended in case of events endangering the national safety. The international regulations should take this preoccupation of the national legislatures into account or else difficulties may be met with when the Convention is to be ratified. It therefore seems indispensable to consult Governments on the desirability of including in the proposed international Convention a provision to allow of suspending its application when the national safety is at stake.

9 Gradual Application of the Regulations

The introduction of the 40-hour week might be facilitated if provision were made for its gradual application where its immediate application in full would meet with serious difficulties. Instead of applying the 40-hour week at once in all the undertakings covered and to the whole staff of these undertakings, the introduction might be effected by stages in regard to hours, undertakings and categories of staff. On the one hand, hours of work might be reduced by successive stages. On the other hand, some undertakings or processes and even some categories of staff might be made subject to the regulations only after a specified period had expired. Measures of this kind seem all the more suitable in printing and kindred trades in that the labour employed for a whole series of operations and processes must have special qualifications. In printing works to give only two examples, machine compositors and stereotypers cannot carry out their work satisfactorily until they have been sufficiently trained by a long apprenticeship. This is also true of certain other operations. If the 40-hour week were introduced without any provision for a transitional system in specified circumstances, the result in some countries would undoubtedly be a shortage of skilled labour and a consequent

disorganisation of the work. The proposed measures would make it possible to spread the process of adjustment and to arrive without over-sudden shocks at a rational organisation of the work on the basis of the 40-hour week. The facilities so granted should not be general, but should merely be left to the discretion of the competent authority, which would act according to circumstances. The transitional period of adjustment would be limited, and once the time-limit fixed by the international regulations had been passed, the 40-hour week system would have to be fully and generally applied.

The 40-hour week has thus been introduced gradually in France as regards certain classes of industrial undertakings, for which the respective administrative decrees authorise extensions of the present system for periods of three to six months which can be renewed up to a maximum of two years. For certain handicraft undertakings, the two years' extension is even allowed at once. There are also certain classes of undertakings which, as a transitional measure, may work longer hours than 40 in the week. The Decree applying the 40-hour week in the printing industry, however, does not provide for such arrangements.

The new Belgian Act provides for a gradual reduction to 40 hours by successive stages. One of the first applications of its provisions relates to coal mines, where hours are fixed at 45 in the week.

It may, therefore, be of interest to consult Governments on this question, and if they favour the gradual application of the 40-hour week, to request them to give their opinion on the measures to be adopted for this purpose in the international regulations.

10. Relation between the Proposed Draft Convention on the Reduction of Hours of Work in Printing and Kindred Trades and the 40-Hour Week Convention, 1935

The various aspects of this problem were discussed in the Red Reports which were addressed to the Governments of Member States immediately after the 1935 Session of the Conference, and contained questionnaires dealing with the reduction of hours of work in the branches of employment selected for a

second discussion in 1936 as also in the Blue Reports submitted on this subject to the Twentieth Session of the Conference.

It will be remembered that the first Draft Convention for the application of the general Convention dealt with hours of work in the glass bottle industry and that the relation between that Convention and the general Convention was defined in the preamble. The Twentieth Session of the Conference when faced with the same problem for the various proposed Draft Conventions with which it had to deal did not feel that it could define more fully the obligations imposed on States Members by the necessity for maintaining the standard of living of the workers, and it therefore had recourse to exactly the same solution as in the case of glass bottle works when it adopted a Draft Convention on public works financed or subsidised by Governments.

Governments could be consulted as to whether they consider the solution contained in the two Draft Conventions adopted to be satisfactory in view of the very special problems involved in international regulations in this field and if not, as to what other suggestion they can make.

CONSULTATION OF GOVERNMENTS

The foregoing analysis of the problems which might be dealt with by international regulations permits of fixing as completely as possible the points on which Governments might be consulted in conformity with the provisions of Article 6 of the Standing Orders of the Conference.

Taking into account the conclusions reached above and the methods on which international agreement may be possible, the Office has drawn up a list of the points on which it considers that the Conference might request it to consult Governments

1. FORM OF THE REGULATIONS

A Draft Convention.

2. SCOPE

A — UNDERTAKINGS COVERED

(a) (i) Principle of the application of the international regulations to undertakings or branches thereof engaged wholly or mainly in the kinds of work enumerated in a list.

(ii) Adoption for the enumeration of the following list :

Work done in letterpress printing ;

Work done in lithographic printing ;

Work done in intaglio printing ;

Work done by processes derived from any of the above-mentioned processes ;

Work done in binding and stitching ;

Work done in the preparation for printing of blocks produced by photo-mechanical processes, by engraving on metals, and by engraving on wood ;

Work done in the multiplication of documents by machines other than those used in printing work.

Other possible work for inclusion

Work done in the manufacture and printing—or only in the printing—of certain articles of paper or cardboard (envelopes, bags, etc) usually carried on in printing works,

Stencil colour work

(b) Determination in doubtful cases by the competent authority in each State, after consultation with the organisations of employers and workers concerned, of the undertakings or branches thereof covered by the international regulations.

(c) Possibility of excluding by national regulation

Undertakings where only members of the employer's family are employed,

Undertakings engaging solely in the multiplication of documents by machines other than those used in printing work,

Other undertakings.

(d) Total exclusion from the application of the international regulations of

Undertakings specialising in typographic founding and not engaging in printing work,

Undertakings manufacturing wallpaper,

Undertakings manufacturing printed metal packing cases (tins, etc),

Undertakings manufacturing linoleum,

Undertakings printing textiles,

Other undertakings.

B — PERSONS COVERED

(a) Application of the international regulations to the persons employed in the undertakings or branches thereof considered to belong to the printing and kindred trades.

(b) Possibility of exempting by national regulations the following categories of persons :

- (i) Persons who by reason of their special responsibilities or qualifications are customarily regarded as not subject to the normal rules governing hours of work ;
- (ii) Office employees employed in the printing or multiplication of documents intended for the use of undertakings which do not engage wholly or mainly in the execution of work done in printing and kindred trades, but certain branches of which are considered to engage wholly or mainly in such work ;
- (iii) Persons employed in the editorial and administrative departments or in the commercial departments of newspapers ;
- (iv) Other persons.

3. DEFINITION OF HOURS OF WORK

(a) Principle of the introduction of a definition of hours of work in the international regulations.

(b) Adoption of the following as the definition of hours of work :

The term "hours of work" means the time during which the persons employed are at the disposal of the employer ; it does not include rest periods during which the persons employed are not at the disposal of the employer.

4. LIMITATION OF NORMAL HOURS OF WORK

A — BASIS FOR THE DETERMINATION OF THE WORKING WEEK

Principle of the limitation of normal hours :

- (i) To 40 hours in each week, or
- (ii) To 40 hours per week averaged over a period to be specified.

B — LIMITATION OF EACH WEEK TO 40 HOURS

(a) Principle of the limitation of the maximum working day by national regulations

(b) Possibility of exceeding the maximum daily limit in certain exceptional circumstances

Determination by the national regulations of the circumstances in question, the extent to which the maximum daily limit may be exceeded, and the procedure for obtaining a permit

(c) Principle of making up certain lost time

(d) Determination

(i) By the International regulations, or

(ii) By national regulations:

of the cases in which the making-up of lost time may be authorised,

the period within which lost time must be made up,

the maximum extension of the working day and week allowed

C — LIMITATION OF THE AVERAGE WORKING WEEK TO 40 HOURS

(a) Principle of the fixing of the maximum period over which the average working week may be calculated

(i) If so, fixing by the international regulations of the period proposed for the maximum limit, or

(ii) Fixing by national regulations

(b) Principle of the limitation of the maximum working day by national regulations.

(c) Possibility of exceeding the maximum daily limit in certain exceptional circumstances

Determination by the national regulations of the circumstances in question, the extent to which the maximum daily limit may be exceeded, and the procedure for obtaining a permit

(d) Principle of the limitation of the maximum working week :

- (i) By the international regulations, and, if so, the period proposed for the maximum limit, or
- (ii) By national regulations.

(e) Possibility of exceeding the maximum weekly limit in certain exceptional circumstances.

Determination by the national regulations of the circumstances in question, the extent to which the maximum weekly limit may be exceeded, and the procedure for obtaining a permit.

5. EXCEPTIONS

A. — GENERAL EXCEPTIONS FOR CERTAIN KINDS OF WORK OR OCCUPATIONS

(a) Indication of the kinds of work or occupations that may form the subject of permanent exceptions :

- (i) Preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking or branch thereof or of the shift ;
- (ii) Work which for technical reasons cannot be interrupted at will ;
- (iii) Occupations which by their nature involve long periods of inaction during which the persons concerned have to display neither physical activity nor sustained attention, or remain at their posts only to reply to possible calls ;
- (iv) Work connected with the transport, delivery, loading or unloading of goods ;
- (v) Work connected with the introduction of any new process or the taking into use of any new appliance or machinery ;
- (vi) Other exceptions.

(b) Determination by national regulations of

- (i) The exceptions authorised ,
- (ii) The length of the extension allowed in each case

B — EXCEPTIONS IN EXTRAORDINARY CIRCUMSTANCES

(a) Indication of the circumstances justifying an exception

- (i) Accidents, actual or threatened , urgent work to be done to machinery, plant or equipment , cases of *force majeure*
- (ii) Need of making good the unforeseen absence of one or more members of a shift ,
- (iii) Other exceptions

(b) Limitation of the extension to the period needed to prevent serious interference with the ordinary working of the undertaking

(c) Obligation for the employer to notify the competent authority without delay of any time worked in excess of normal hours and of the reasons therefor

C — OVERTIME WITH INCREASED REMUNERATION

(a) Possibility of working overtime with increased remuneration.

(b) Determination by the international regulations of the reasons for which this overtime may be justified.

(c) Limitation by the international regulations of the amount of this overtime

(d) Fixing by the international regulations of the minimum rate of increase of pay for overtime :

- (i) A flat rate of increase, or

- (ii) Different rates of increase according to the amount of overtime worked and according as it is worked by day, at night, on Sundays or on public holidays;
- (iii) Determination of the rate or rates of increase.

6. RE COURSE TO COLLECTIVE AGREEMENTS OR ARBITRAL AWARDS FOR THE APPLICATION OF CERTAIN PROVISIONS OF THE INTERNATIONAL REGULATIONS

Recourse to collective agreements or arbitral awards for fixing the methods of applying the provisions of the international regulations concerning :

- (i) The fixing of the maximum period over which the average of 40 hours per week may be calculated;
- (ii) The making-up of lost time;
- (iii) The limitation of the extension of hours of work in virtue of the general exceptions for certain kinds of work or occupations;
- (iv) The fixing of the amount of overtime with increased pay.

7. GRADUAL APPLICATION OF THE INTERNATIONAL REGULATIONS

(a) Principle of the gradual application of the international regulations in regard to :

- (i) The reduction of hours of work;
- (ii) The application of the regulations to certain categories of undertakings, processes or persons.

(b) Determination by national regulations of the cases in which recourse would be had to measures for gradual application.

(c) Determination by the international regulations of the time-limit for the full application of the regulations.

8 SUSPENSION OF THE INTERNATIONAL REGULATIONS

Principle of the introduction in the international regulations of a provision to allow of suspending their application in the case of emergency endangering the national safety

9 MEASURES FOR ENFORCEMENT AND SUPERVISION

A — OBLIGATIONS TO BE IMPOSED ON EMPLOYERS

(a) Posting-up of:

- (i) The hours at which work begins and ends, and, where work is carried on by shifts, the hour at which each shift begins and ends,
- (ii) The arrangement of hours of work in force and the provisions adopted for applying this arrangement,
- (iii) Rest intervals not included in hours of work.

(b) Obligation to keep a record of the use made of the right to work overtime with increased pay and of the amount of such overtime pay

(c) Other measures

B — ANNUAL REPORTS OF THE STATES

Indication in the Draft Convention of the particular information to be supplied in the annual reports, for instance, as regards the measures adopted under national regulations in virtue of the provisions of the international regulations.

10. RELATION BETWEEN THE PROPOSED DRAFT CONVENTION CONCERNING THE REDUCTION OF HOURS OF WORK IN THE PRINTING AND KINDRED TRADES AND THE 40-HOUR WEEK CONVENTION, 1935

Reference in the preamble to the Convention to the relation between this Convention and the Forty-Hour Week Convention, 1935,

in the following form :

“ The General Conference . . .

“ Confirming the principle laid down in the Forty-Hour Week Convention, 1935, including the maintenance of the standard of living ;

“ Considering it to be desirable that this principle should be applied by international agreement to the printing and kindred trades ;

“ Adopts... ”

PART II

BASIS FOR A SINGLE AND FINAL DISCUSSION

This part of the Report is designed to enable the Conference if it should so decide, to proceed at its Twenty third Session to the immediate adoption of international regulations for the reduction of hours of work in printing and kindred trades. It therefore gives the text of a proposed Draft Convention submitted by the Office for the consideration of the Conference together with a commentary explaining the suggested provisions article by article.

In the preparation of its proposal the Office has not of course had the benefit of the replies of Governments to a questionnaire on the subject and has therefore not had the customary basis on which to frame its proposals. As regards the definition of printing and kindred trades however the Office has been able to supplement the documentary information already at its disposal which has been summarised in the first part of this Report, by the data supplied by the Preparatory Technical Tripartite Meeting on the reduction of hours of work in these trades, the report of which is reproduced in an appendix.

In addition the Office has been able to obtain some useful information from the discussions on the reduction of hours of work that have taken place at previous sessions of the Conference, at least as regards those provisions of the international regulations which can be common to the various industries. But it should not be forgotten that the Committees of the Conference to which the texts prepared by the Office were referred, were deprived of the collaboration of most of the employers' delegates, and thus lacked the technical advice of experts who were particularly qualified to draw their attention to various methods of meeting the legitimate needs of production.

The Office has taken this abnormal situation and its effects on the practical value of the texts resulting from the deliberations of these Committees into account, and has prepared a proposed Draft Convention which differs in certain respects from those put forward in 1935 and 1936 by the competent

Committees of the Conference, while at the same time it is closer to the actual situation in those countries which have recently embarked on a policy of reducing hours of work. In other words, the text proposed by the Office is largely inspired by the national regulations on the 40-hour week now in force.

It has been the wish of the Office to draw up regulations that will be able, in the first place, to obtain the approval of the Conference and, secondly, to be ratified by the countries which have already introduced the 40-hour week or may possibly do so in the near future. An attempt has therefore been made to draw up a set of standards forming a framework into which may be fitted the measures for reducing hours that some countries have already adopted after overcoming or trying to overcome the practical difficulties of application. To this end it is necessary that the international regulations should be as flexible as the national laws and regulations at present in force. Such flexibility, moreover, may help other countries to change over from the system of 48 hours to that of 40 hours.

Accordingly, the proposed Draft Convention put forward by the Office differs considerably in some of its Articles from the earlier proposed Draft Conventions for other industries and contains several new provisions intended to facilitate the application of international regulations.

Commentary on the Proposed Draft Convention for the Reduction of Hours of Work in Printing and Kindred Trades¹

SCOPE OF THE DRAFT CONVENTION

Definition of Printing and Kindred Trades

Article 1

For the purpose of this Convention the term "work done in printing and kindred trades" means

- (a) work done in letterpress printing,
- (b) work done in lithographic printing,
- (c) work done in intaglio printing,
- (d) work done by processes derived from any of the above-mentioned processes,

¹ The complete text of the proposed Draft Convention submitted by the Office will be found at the end of the Report

- (e) work done in binding and stitching
- (f) work done in the preparation for printing of blocks produced by photo-mechanical processes by engraving on metals, and by engraving on wood
- (g) work done in the multiplication of documents by machines other than those used in printing work

The question of the determination of the scope of an international Convention on the reduction of hours of work in printing and kindred trades has been discussed in detail in Chapter IV of this Report (p 90-97) there seems no need to revert here to the method of defining this industry by the nature of the work done in it. The list of the kinds of work which the Office proposes should be given in the International Convention is identical with that appearing on p 91-92. It comprises all the kinds of work considered to belong to printing and kindred trades. It also includes the work done in the multiplication of documents by machines other than those used in printing work duplicating machines and machines with movable type such as multigraph or multilith machines. The object of the Office in including this last category of work in the scope of the regulations is to cover undertakings which engage in the multiplication of documents by the above-mentioned machines and undertake the execution of work hitherto reserved to printing works. Owing to the competition between these various categories of undertakings, it seems desirable to make them all subject to the same rules as to hours of work.

The list proposed by the Office leaves out, for the reasons given on p 96-97 certain kinds of work (manufacture of wallpaper or printed metal goods textile printing etc.) which although they involve printing work do not belong to the printing and kindred trades in the ordinary sense of the term.

Undertakings and Branches thereof covered

Article 2

1 This Convention applies to—

- (a) persons employed in an undertaking which is wholly or mainly engaged in the execution of work done in printing and kindred trades, including persons employed in any branch of such an undertaking which branch is not wholly or mainly engaged in the execution of work done in printing and kindred trades and
- (b) persons employed in a branch of an undertaking which branch is wholly or mainly engaged in the execution of work

done in printing and kindred trades, even though the undertaking is not wholly or mainly engaged in the execution of work done in printing and kindred trades

2 In any case in which it is doubtful whether an undertaking or branch of an undertaking is wholly or mainly engaged in the execution of work done in printing and kindred trades, the question of whether the undertaking or branch is to be regarded as being wholly or mainly engaged in the execution of such work shall be determined by the competent authority after consultation with the organisations of employers and workers concerned where such exist

3 This Convention applies to persons employed in both public and private undertakings

Under this Article, the international regulations on hours of work in printing and kindred trades apply to the undertakings or branches of undertakings which are wholly or mainly engaged in the execution of work done in printing and kindred trades as defined in Article 1

Clauses (a) and (b) of paragraph 1 of this Article deal with the two main cases

Clause (a) relates to undertakings which are wholly or mainly engaged in the execution of work done in printing and kindred trades All persons employed in these undertakings will be subject to the regulations, whatever the branch of the undertaking in which they are employed, even if the work of the branch does not involve the execution of work done in printing and kindred trades By such branches are meant administrative offices, commercial offices, warehouses, packing, despatch, delivery and transport departments, etc All these departments are indispensable to the working of the undertaking and are situated in the same premises or set of premises as the actual printing or kindred departments, together with which they form a physically distinct unit

The principle laid down here is not new It is that always upheld by the Office in regard to the international regulation of hours of work The Conference itself has approved it on several occasions For example, the Report of the Committee on Hours of Work to the Eighteenth Session of the Conference (1934) said "These terms (industrial undertakings, establishments, shops) are intended to refer to physically distinct units The criterion is not economic organisation but physical distinctness"

This is why the term "undertaking" should not be interpreted in the wide sense of an economic or legal unit comprising all the departments that a large firm may possess Head offices,

commercial agencies the shops of certain large firms in printing and kindred trades, and especially of printing presses which form as many physically distinct units, separate one from another and independent in their technical working cannot be covered by the present regulations. On the other hand undertakings which engage in the execution of work done in printing and kindred trades together with all the departments belonging to them should be subject to the regulations.

Clause (b) relates to the fairly large number of undertakings which, since they are not wholly or mainly engaged in the execution of work done in printing and kindred trades, cannot be classified as belonging to these trades, but which have clearly distinct branches which are so engaged and for this reason are subject to the regulations. This is the case for example, with railway undertakings and various kinds of factories which themselves do the printing work they need in workshops presenting all the features of an undertaking belonging to printing and kindred trades.

Thus paragraph 1 of Article 2 indicates the characteristics that undertakings and branches of undertakings must have in order to be subject to the regulations. In view however of the frequent intermingling of industries and the diversity of the activities of certain undertakings doubts may arise when these criteria have to be applied in practice in order to determine whether certain kinds of work are to be classified as work done in printing and kindred trades or again whether an undertaking or a branch of an undertaking is wholly or mainly engaged in work done in printing and kindred trades.

In such cases paragraph 2 of this Article provides that it will be for the competent authority to decide after consulting the organisations of employers and workers concerned whether such undertakings or branches of undertakings should be subject to the international regulations.

Finally for the reasons given in Chapter IV of this Report, and in accordance with the precedent set by the other Draft Conventions paragraph 8 of this Article provides that the regulations will apply to both public and private undertakings.

Persons Exempted

Article 3

The competent authority may, after consultation with the organisations of employers and workers concerned where such exist, exempt from the application of this Convention

- (a) persons employed in undertakings in which only members of the employer's family are employed,
- (b) persons who, by reason of their special responsibilities or qualifications are customarily regarded as not subject to the normal rules governing hours of work,
- (c) persons employed in undertakings engaged solely in the multiplication of documents by machines other than those used in printing work,
- (d) office employees who, in an undertaking which is not wholly or mainly engaged in the execution of work done in printing and kindred trades, are employed on the printing or multiplication of documents intended exclusively for the use of the undertaking,
- (e) persons employed in the editorial, administrative and commercial departments of newspapers

According to paragraph 1 of Article 2 of the text prepared by the Office, all persons employed in the undertakings or branches of undertakings covered by the Convention will be subject to the provisions of the Convention. This is a general rule, and it may be found expedient or necessary to allow exceptions. The object of Article 3 is not to exclude formally certain categories of persons, but to enable the competent authority of each country to decide on their exclusion after consulting the organisations of employers and workers concerned.

The Article relates to several categories of persons.

In the first place it refers to persons employed in undertakings in which only members of the employer's family are employed. This exemption is in conformity with most of the national laws and regulations. If it is decided to exempt family workshops, it will be for the competent authority of each country to decide, in accordance with national law and custom, what is meant by the word "family".

The second exemption is much more general. In Chapter IV of this Report special attention was drawn to the situation under hours of work regulations of persons employed in positions of management, supervision or trust. It was stated that a certain number of national laws excluded persons holding

positions of this kind and the particular categories of persons which some of these laws deemed to be in a position of monogement supervision or trust were mentioned. It was also noted that some national regulations allow the inclusion of persons who have special artistic or technical qualifications and whose work is of an independent nature.

But owing to the extent to which the types of administrative or technical organisation of work differ within any country and even more so between countries and owing to the sometimes very different interpretations that are given to the terms "management" "trust" and "supervision" in the different countries and undertakings, the Office has thought it preferable not to refer to particular functions explicitly but merely to indicate the criterion on which the exclusion of this category of persons should be based.

This criterion is the degree of responsibility and qualifications of the persons in question as a result of which they are placed in such a position that it is not customary in the occupation or country concerned to regard them as subject to the normal rules governing hours of work.

The proposed provision thus merely confirms the actual situation in each undertaking as explicitly or implicitly recognised by national laws and regulations. The competent authority in each country will be fully acquainted with this situation since before taking its decision it will have to consult the organisations of employers and workers concerned. These organisations know exactly which persons customarily carry out their work without being subject to any limitation on their hours or to an unvarying time-table.

Although the text proposed by the Office may seem wide at first sight, in practice it would only exclude from the regulations persons who in fact are already exempt under established and undisputed custom.

In conclusion it may be added that this possibility of excluding particular categories of persons can be applied to commercial travellers whose hours, as stated in Chapter IV, it is hardly possible to limit owing to the nature of their work.

The proposed regulations provide in the third place for the exemption of persons employed in undertakings engaged *solely* in the multiplication of documents by machines other than those used in printing work. As already stated, these under-

takings are included in the definition of printing and kindred trades drawn up by the Office. It should be noted, however, that the national regulations on hours of work special to these trades as a whole or to printing works usually do not cover undertakings which engage solely in the reproduction of documents by duplicating, multigraph, etc., machines. In these conditions it has seemed to the Office that if the principle of including the work done by machines other than those used in printing work were to be laid down in the Convention, it would be desirable to empower the competent authority of each country to decide whether the persons employed in these undertakings should or should not be covered by the international regulations. There might be serious drawbacks to granting such power without qualification, but as the Office proposes that the competent authority should consult the organisations of employers and workers concerned, that authority would be in a position to ascertain the actual situation in each case and to impose whatever conditions it considers desirable for the granting of exemptions.

The fourth exemption, too, is justified by the fact that the work done in the multiplication of documents by printing, duplicating, multigraph, etc., machines is included in the definition of printing and kindred trades. The position of persons employed in undertakings engaged solely in the multiplication of documents for third parties has just been considered. There are, however, also a large number of undertakings which have no connection with the printing and kindred trades but employ some members of their staff on the work of multiplying the documents that they need for their own uses. This is true, for instance, of commercial undertakings, banks, insurance companies, solicitors' offices, etc. The Preparatory Tripartite Technical Meeting held that persons employed on the work done in the multiplication of documents in these undertakings could not be covered by the proposed international regulations. If, however, the right to grant exemption were formulated too generally, it might lead to the exclusion of printing shops in branches of undertakings which branches are on the same footing as printing or kindred undertakings. On this reason the Office proposes that the exemption should apply only to *office employees* who, in an undertaking which is not wholly or mainly engaged in the execution of work done

in printing and kindred trades are employed on the printing or multiplication of documents intended exclusively for the use of the undertaking

Lastly the Office proposes to give to the competent authority the right to exempt persons employed in the editorial administrative and commercial departments of newspapers. This exemption is justified by the fact that the persons employed in these departments are generally considered to be engaged in work not belonging to printing and kindred trades. Moreover when the editorial and administrative departments are situated in premises separate from the printing works—as is usually the case—they are not considered to belong to printing and kindred trades as defined here.

DEFINITION OF HOURS OF WORK

Article 4

For the purpose of this Convention the term hours of work means the time during which the persons employed are at the disposal of the employer and does not include rest periods during which they are not at his disposal

This definition of hours of work is the same as that contained in the Draft Conventions on hours of work in commerce and offices (1930) and on public works (1930). It does not appear to be in contradiction with those to be found in the various national regulations and so far no Government has put forward any objections to it. As the definition of hours of work in printing and kindred trades taken as a whole raises no special problem as compared with other industries the Office has thought that the definition already adopted could be maintained

NORMAL HOURS OF WORK

Article 5

1. The hours of work of persons to whom this Convention applies shall not exceed an average of forty per week.

2. Where hours of work are calculated as an average the competent authority shall after consultation with the principal organisations of employers and workers concerned where such exist, determine the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week.

3 Provided that the competent authority may exempt from any determination by it in pursuance of the preceding paragraph any persons in respect of whom it is satisfied that the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week are satisfactorily and effectively limited by collective agreement or arbitral award

The first paragraph of this Article fixes the normal average working week at 40 hours for the persons to whom the Convention applies This provision is altogether compatible with the standards established in those countries which have systematically undertaken a reduction of hours of work

The working week of 40 hours is fixed on the basis of an average The calculation of an average has been preferred to the fixing of a figure for each week in order that the regulations may be more flexible and allow of systems of arranging hours of work adjusted to the particular needs of the undertaking. This method of calculation can also facilitate the making-up of certain lost time and in many cases prevent recourse to overtime The French Decree for the application of the 40-hour week in the printing industry allows hours to be spread over some other period than the week, the arrangement of hours being determined by Ministerial Order, no such Order has hitherto been issued The same Decree also provides for the possibility of making up lost time in cases that can be covered by the method of calculating an average proposed by the Office

As already described in Chapter IV (p 110-111), however, it is indispensable to provide for certain safeguards in order that the arrangement of hours of work may not in practice be free from all supervision or lead at certain times to excessively long hours These safeguards are contained in paragraph 2 and consist, on the one hand, in a limitation of the period, or special periods for particular branches, over which the average may be calculated, and, on the other, of a limitation of the working week The Office has not included in its proposal any suggestion for limiting the working day since it held that, subject to a maximum working week, a certain degree of freedom could be allowed as to the hours worked per day without any fear that this would lead in practice to abuses which would certainly not be tolerated by the national regulations

As regards the fixing of these limits, the Office proposes that this should be entrusted to the competent national authority,

which is in the best position to determine the maximum limits suited to the special conditions of the printing and kindred trades in the country or of their various branches, and which can fix them in conformity with the national regulations or practice. By way of a safeguard the Office suggests that the competent authority should consult the organisations of employers and workers concerned before taking a decision.

Further in countries where hours of work are regulated by collective agreements or arbitral awards the Office proposes in paragraph 8 that the competent authority should refer to these agreements or awards for the fixing of the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week, provided that it is satisfied that these limits are in fact satisfactorily and effectively fixed by the agreements or awards. The Office believes that this provision will facilitate the application of the Convention in those countries where the Government, in agreement in this matter with the employers and workers' organisations concerned holds that legislative and administrative intervention in the regulations of conditions of employment should be reduced to a minimum and that on the contrary, as wide a field as possible should be allowed to collective bargaining and to agreements between the parties concerned duly represented by their organisations.

GENERAL EXCEPTIONS FOR CERTAIN CATEGORIES OF WORK OR PERSONS

Article 6

1. The competent authority may, by regulations made after consultation with the organisations of employers and workers concerned where such exist, provide that the limits of hours authorised by the preceding Article may be exceeded to an extent prescribed by such regulations in the following cases:

- (a) in the case of persons employed on preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking branch or shift;
- (b) in the case of persons employed in occupations which by their nature involve long periods of inaction during which the said persons have to display neither physical activity nor sustained attention, or remain at their posts only to reply to possible calls.

- (c) in cases where the continued employment of certain persons is necessary for the completion of an operation which for technical reasons cannot be interrupted,
- (d) in the case of persons employed in connection with the transport, delivery, or loading or unloading of goods, and
- (e) in the case of work in connection with the introduction of any new processes or the taking into use of any new machinery

2 National laws or regulations may permit the limits of hours authorised by the preceding Article to be exceeded in the cases enumerated in the preceding paragraph of this Article to the extent fixed by any collective agreement or arbitral award by means of which, in the opinion of the competent authority, the hours that may be worked in the said cases are satisfactorily and effectively limited

Paragraph 1 of this Article empowers the competent authority of each country to allow the limits of hours fixed by the preceding Article, to be exceeded for the categories of work and persons enumerated

Clause (a) relates to persons whose employment must begin before the general work of the undertaking or shift in order that as soon as the bulk of the staff has arrived the general work may be set going in full swing It also relates to persons whose work must be continued after the general work of the undertaking or shift has ended in order to allow of its resumption the next day The object is to cover what is known as preparatory and complementary work

The persons affected include enginemen, stokers and electricians employed in the department for the supply of power, light and heat or on hoisting equipment This exception may also apply to certain work on the maintenance and cleaning of machinery, appliances, plant and premises which cannot be done during the general work of the undertaking

Clause (b) refers to such persons as porters, doorkeepers, watchmen, caretakers, warehousemen, weighbridge-men, time-keepers, telephone operators of private exchanges, fire brigade, medical staff, etc The number of persons affected by this exception is small compared with the total staff of the undertakings subject to the regulations To be covered by the exception these occupations must call only for slight physical effort or mental strain The wording of the provision is restrictive, and its application depends on the absence of physical activity and sustained attention during long periods of inaction on the part of the persons affected

Clause (c) relates to operations which, once they have been

begun must be continued without interruption until they are completed unless the results are to be endangered. If it is found that the interruption of certain operations is impossible, it becomes necessary to provide for an extension of the hours of the persons engaged on them.

Clause (d) makes it possible to extend the normal hours of work for persons employed in connection with the transport of raw materials, printed goods, material etc whatever the method of transport employed (lorries, railways, and so forth). This exception also covers the delivery of goods to sales branches or traders. It applies further to the work of loading or unloading goods and to the weighing of lorries and trucks and the shunting of trucks on sidings connecting the undertaking with a main railway.

Finally clause (e) refers to a more special and probably less frequent case, that of the introduction of any new process or the taking into use of any new machinery or appliance. There can be no doubt that in this case an extension of hours may often be needed to prevent a holding up of the work that may seriously injure the undertaking.

All, or at least some of the reasons for extending hours set forth above are to be found in the national regulations for instance, in the French Decree fixing the methods of applying the 40 hour week in the printing industry and they correspond to the practice observed in most countries. For this reason the Office has considered it desirable to include them in the proposed Draft Convention which it is submitting to the Conference for consideration.

The Office does not propose, however that an absolute rule should be adopted. It merely suggests that the competent authority of each country should be given the possibility of allowing these extensions of hours and it would leave it to that authority to fix the procedure and the limits in each particular case. It would further make it obligatory for the authority to consult to advance the employers and workers organisations concerned which are in a position to ascertain exactly the categories of persons or work for which exceptions are indispensable and the limits to the authorised extension that may be found reasonable and sufficient.

For the reasons indicated in Chapter IV (p 113) the Office does not propose that an increase in wages should be paid for

the hours worked in consequence of the extensions allowed in virtue of these exceptions

In paragraph 2 of this Article the Office suggests that extensions of normal hours of work for the reasons enumerated above may be applied in virtue of the provisions of collective agreements or arbitral awards, on condition, however, that the competent authority is satisfied that these agreements or awards provide for the satisfactory and effective limitation of the extensions allowed

EXTENSIONS IN EXTRAORDINARY CIRCUMSTANCES

Article 7

1 The limitation of hours authorised by the preceding Articles may be exceeded, but only so far as may be necessary to avoid serious interference with the ordinary working of the undertaking

- (a) in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure* ;
- (b) in order to make good the unforeseen absence of one or more members of a shift

2 The employer shall notify the competent authority without delay of all time worked in virtue of this Article and of the reasons therefor.

These two exceptions, unlike those provided for in the preceding Article, are formally authorised. This is inevitable in view of the circumstances concerned. These circumstances, which are moreover altogether exceptional, may have considerable effects on the working of the undertaking and the situation of the workers. Even if there is no explicit provision for them in some of the national regulations, these exceptions are nevertheless generally allowed by custom. Moreover, all the international regulations on hours of work have accepted them.

While it is hardly possible to fix a definite limit for the extensions of hours allowed for these reasons, it seems logical that the extension should come to an end as soon as the working of the undertaking can again be ensured in normal conditions. In order to prevent any abuse the Office proposes that the employer should notify the competent authority without delay of all time worked in consequence of extraordinary circumstances and of the reasons therefor.

These extensions can be combined with those allowed in virtue of the preceding Article, for it is quite possible that the work necessitating these exceptions will have to be carried out by persons whose hours have already been extended in virtue of the general and permanent exceptions allowed under Article 6.

In this case, too, the Office has not considered it desirable to provide for an increase of pay.

OVERTIME WITH INCREASED PAY

Article 8

1. The competent authority may permit the limitation of hours authorised by the preceding Articles to be exceeded subject to the conditions that—

(a) all time worked in virtue of this Article shall be regarded as overtime and shall be remunerated at not less than one and a quarter times the normal rate;

(b) no person shall be employed in virtue of this Article for more than one hundred hours of overtime in any year; and

(c) there shall be no consistent working of overtime.

2. The competent authority shall only grant such permission in accordance with regulations made after consultation with the organisations of employers and workers concerned where such exist.

3. The regulations referred to in the preceding paragraph shall prescribe—

(a) the procedure to be followed by the employer for obtaining permission to work overtime in virtue of this Article; and

(b) the maximum number of hours for which the competent authority may grant such permission and the minimum rate of remuneration to be paid for such hours.

4. National laws or regulations may provide that subject to fulfilment of the conditions stated in the preceding paragraph, the limitation of hours authorised by the preceding Articles may be exceeded in virtue of collective agreements or arbitral awards by means of which in the opinion of the competent authority recourse to overtime is satisfactorily and effectively regulated.

Here again the exception is not one that is formally authorised, but it merely gives the competent authority in each country the possibility of allowing the hours authorised by the preceding Article to be exceeded under certain conditions and in accordance with a specified procedure.

The object of the Office has been to enable the competent national authority to place at the disposal of employers, should this be considered desirable, a certain overtime allowance in order that they may be able to meet the needs for which no provision is made in the preceding Articles. Among such needs most of the national regulations give first place, by very explicit reference, to cases of exceptional pressure of work, e.g. an influx of urgent and unforeseen orders, the necessity of delivering goods within a very short period, special kinds of work such as stocktaking, auditing, etc. In some of these cases the employer might meet an exceptional situation by engaging additional staff, but in others it would be impossible to have recourse to this means owing to the lack of the necessary labour or for other reasons. Since recourse to overtime may be indispensable, it must be made possible.

On the other hand, full freedom cannot be allowed for such a practice, or there may be a risk of abuses which would nullify the actual purpose of limiting hours of work. Precautions are necessary in order to prevent the creation of a situation that may injure both workers and employers. The workers might fear a disguised return to extended normal hours, besides which they could not agree to work being done by certain persons as overtime if it could be carried out by additional workers whose hours would be in accordance with the normal time-table. Further, those employers who would make a justified and reasonable use of overtime might run the risk of having to compete with undertakings where hours were regularly prolonged by recourse to overtime.

For these reasons the proposed Draft Convention submitted by the Office makes the use of overtime dependent on a number of conditions.

The first condition is that the overtime must be paid at one and a quarter times the normal rate of wages. Such an increase in pay means a rise in the cost of production and thus reduces the economic benefit which the employer may derive from overtime, and which may induce him to have recourse to it on a large scale. Such a measure consequently has the practical effect of substantially limiting the recourse to overtime.

The second condition consists of a formal restriction, for it limits the amount of overtime that the competent authority may place at the disposal of undertakings to 100 hours in any

year. This reduces the risk of unfair competition by undertakings which might abuse the right to work overtime.

Finally the third condition is particularly important and of undoubted efficacy. If properly applied it should prevent the systematic use of the overtime allowance in order to lengthen the working day or week regularly. The 100 hours of overtime might be distributed in such a way as to allow of a 42 hour week throughout the year or a 44-hour week during six months. As stated in Chapter IV (p 115) such a practice would be contrary to the spirit of the exception and this is why the Office has suggested that there should be no consistent working of overtime.

Further to complete the series of safeguards mentioned above the Office proposes that the competent authority shall grant permission to work this overtime only in accordance with regulations made after consultation with the organisations of employers and workers concerned. These regulations must prescribe the procedure to be followed by the employer for obtaining permission to work overtime and fix the maximum number of hours for which the competent authority may grant this permission a maximum that may not exceed 100 hours a year as also the minimum rate of remuneration to be paid for such hours, a rate that may not be less than one and a quarter times the normal rate.

As regards the regulation of overtime with increased pay the Office proposes, as previously in regard to two other provisions of this proposed Draft Convention that it should be possible to make use of collective agreements or arbitral awards. Provided that the conditions mentioned above are satisfied national laws or regulations might prescribe that overtime may be worked in accordance with the provisions on the subject contained in collective agreements or arbitral awards, if in the opinion of the competent authority, these provisions are satisfactorily and effectively applied.

PROVISIONS TO FACILITATE THE ENFORCEMENT OF THE REGULATIONS

Article 9

In order to facilitate the effective enforcement of the provisions of this Convention, every employer shall

- (a) notify in a manner approved by the competent authority, by the posting of notices or otherwise,
 - (i) the hours at which work begins and ends,
 - (ii) where work is carried on by shifts, the hours at which each shift begins and ends,
 - (iii) where a rotation system is applied, a description of the system, including a time-table for each person or group of persons;
 - (iv) the arrangements made in cases where the average duration of the working week is calculated over a number of weeks, and
 - (v) rest periods in so far as these are not reckoned as part of the working hours;
- (b) keep a record in the form prescribed by the competent authority of all overtime worked in virtue of Article 8 and of the payments made in respect thereof

This Article, which is to be found in all the Hours of Work Conventions, is intended to facilitate supervision of the application of the essential provisions of the Convention within each undertaking or branch of an undertaking. It requires employers to post up certain particulars relating to the time-table and the arrangements adopted for the organisation of the work.

Employers are also required to keep a record of the overtime worked in virtue of Article 8 and giving rise to increased pay, and of the payments made in respect thereof.

The application of these measures will supply the workers concerned and the inspection services with sufficient information for the effective supervision of the enforcement of the regulations.

SUSPENSION OF THE REGULATIONS

Article 10

Any Member may suspend the operation of the provisions of this Convention during any emergency which endangers the national safety.

In order to take into account the provisions for the suspension of the regulations that are to be found in several national laws on hours of work the Office has suggested that the Draft Convention should contain this Article which enables any Member having ratified the Convention to suspend its operation during any emergency which endangers the national safety. The period of suspension should of course not exceed that of the emergency giving rise to this measure.

GRADUAL APPLICATION OF THE REGULATIONS

Article 11

During a period which shall not exceed three years from the coming into force of this Convention for the Member concerned, the competent authority may approve transitional arrangements in virtue of which

- (a) the reduction of hours of work to the limits authorised by the preceding Articles may be accomplished by stages during the said period
- (b) specified classes of workers or undertakings may be exempted from all or any of the provisions of the Convention during the said period

In Chapter 4 (p 110 120) reference was made to the interest, from the point of view of ratification of the Convention of enabling each State to apply the standards laid down in the international regulations by degrees, and thus to have at its disposal a transitional period for facilitating adjustment to the 40 hour system.

To satisfy requirements of this kind the Office has proposed in clause (a) of this Article to authorise the competent authority to approve transitional arrangements in virtue of which the reduction of hours of work to the limits fixed in the Convention may be accomplished by stages. Clause (b) empowers the competent authority to authorise the exemption of specified classes of workers or undertakings from all or any of the provisions of the Convention.

The actual methods of fixing these stages and of selecting the classes of persons or undertakings to be exempted are left to the discretion of the competent authority which alone has sufficient knowledge of the actual situation to be able to adopt desirable and appropriate measures.

The Office proposes however that this transitional period should be limited to not more than three years from the date

the Convention comes into force for the ratifying State At the end of this period the Convention must be applied in full to all classes of persons and undertakings subject to the regulations.

INTERNATIONAL SUPERVISION

Article 12

The annual reports submitted by Members upon the application of this Convention shall include more particularly full information concerning

- (a) exemptions made in virtue of Article 3 (b),
- (b) determinations made in pursuance of Article 5, paragraph 2,
- (c) regulations made in virtue of Article 6, paragraph 1,
- (d) the extent to which overtime is worked in virtue of Article 8,
- (e) transitional arrangements approved in virtue of Article 11; and
- (f) any collective agreements or arbitral awards relied upon in virtue of Article 5, paragraph 3, Article 6, paragraph 2, or Article 8, paragraph 4, and the grounds upon which the competent authority regards such agreements or awards as satisfactory and effective

According to the Constitution of the International Labour Organisation, the form of the annual reports on the measures taken to give effect to a Convention by States Members which have ratified it is determined by the Governing Body of the International Labour Office It would seem desirable, however, to specify in the text of this Draft Convention—as has been done in the Draft Conventions on hours of work already adopted by the Conference—the more important matters on which information as to the decisions taken by the competent authority would certainly be necessary for the purpose of effective international supervision The matters specified in this Article relate to :

- the persons exempted from the regulations in virtue of their special responsibilities or qualifications ,
- the number of weeks over which the average working week may be calculated, and the maximum number of hours that may be worked in any week ,
- the general exceptions authorised for certain categories of work or persons ;
- overtime with increased pay ,
- transitional arrangements for the gradual application of the regulations ,

- the collective agreements or arbitral awards to which recourse is had for
- the limitation of the number of weeks over which the average hours may be calculated and the maximum number of hours that may be worked in any week
- the regulation of the general exceptions allowed for certain categories of work or persons
- the regulation of overtime with increased pay

This last information must also supply the reasons for which the competent authority considers that the collective agreements or arbitral awards are satisfactory and effective.

SAVING CLAUSE

Article 13

Nothing in this Convention shall affect any law, award, custom or agreement between employers and workers which ensures more favourable conditions than those provided by this Convention

Although paragraph 11 of Article 10 of the Constitution of the Organisation provides that "in no case shall any Member be asked or required as a result of the adoption of any Recommendation or Draft Convention by the Conference, to lessen the protection afforded by its existing legislation to the workers concerned" the Conference during preceding sessions has thought fit to add a similar saving clause to the text of the Conventions on hours of work adopted since 1930. In the most recent Conventions this clause refers not only to legislation but also to awards, agreements, and custom

The Office has believed that it would meet with the workers' wishes if the Draft Convention were to contain a clause similar to that already appearing in the other Hours of Work Conventions.

RELATION OF THE PROPOSED DRAFT CONVENTION TO THE 40 HOUR WEEK CONVENTION 1935

The question of the relation between the Forty Hour Week Convention adopted in 1935 and the several Draft Conventions for the application of the principle therein laid down to parti-

cular fields of employment was discussed by the Conference when the Draft Conventions on the reduction of hours of work in glass-bottle works (1935) and on public works (1936) were prepared. For these two Draft Conventions the Conference decided that the relation between them and that on the 40-hour week should be recalled in the preamble to them

For the Draft Convention concerning the reduction of hours of work in printing and kindred trades, the Office proposes a similar clause, and it has included in the preamble to its proposed draft, the reference that appears in the preamble to the two Draft Conventions applying the 40-Hour Week Convention to glass-bottle works and public works. This reference is in the following form

"The Conference

Confirming the principle laid down in the Forty-Hour Week Convention, 1935, including the maintenance of the standard of living.

Adopts

With these explanations and comments, the Office submits to the Conference, in order that it may, if it so desires, proceed to the final adoption of international regulations at its Twenty-Third Session, a proposed Draft Convention concerning the reduction of hours of work in printing and kindred trades, the text of which appears on the following pages

PROPOSED TEXTS

PROPOSED DRAFT CONVENTION CONCERNING THE REDUCTION OF HOURS OF WORK IN PRINTING AND KINDRED TRADES

The General Conference of the International Labour Organisation,

Having met at Geneva in its Twenty-third Session on 3 June 1937,

Considering that the question of the reduction of hours of work in printing and kindred trades is the fourth item on the Agenda of the Session,

Confirming the principle laid down in the Forty-Hour Week Convention, 1935, including the maintenance of the standard of living,

Considering it to be desirable that this principle should be applied by international agreement to printing and kindred trades;

adopts this day of June, one thousand nine hundred and thirty-seven, the following Draft Convention

ARTICLE 1

For the purpose of this Convention the term "work done in printing and kindred trades" means

- (a) work done in letterpress printing ;
- (b) work done in lithographic printing ,
- (c) work done in intaglio printing ,
- (d) work done by processes derived from any of the above-mentioned processes ,
- (e) work done in binding and stitching ,
- (f) work done in the preparation for printing of blocks produced by photo-mechanical processes, by engraving on metals, and by engraving on wood ;
- (g) work done in the multiplication of documents by machines other than those used in printing work.

ARTICLE 2

1 This Convention applies to—

- (a) persons employed in an undertaking which is wholly or mainly engaged in the execution of work done in

AVANT PROJET DE CONVENTION CONCERNANT LA RÉDUCTION DE LA DURÉE DE TRAVAIL DANS L'INDUSTRIE GRAPHIQUE

La Conférence générale de l'Organisation internationale du Travail,

S'étant réunie à Genève le 8 juin 1937 en sa vingt troisième session

Considérant que la question de la réduction de la durée du travail dans l'industrie graphique constitue la quatrième question à l'ordre du jour de la session

Confirmant le principe consacré dans la convention des quarante heures 1935 comportant aussi le maintien du niveau de vie des travailleurs

Considérant qu'il est désirable que ce principe soit appliqué par accord international à l'industrie graphique

adopte, ce jour de juin mil neuf cent trente sept le projet de convention ci après

ARTICLE 1

Aux fins de la présente convention l'expression « travaux de l'industrie graphique » désigne les travaux énumérés ci après

- a) travaux effectués dans l'imprimerie typographique
- b) travaux effectués dans l'imprimerie lithographique
- c) travaux effectués dans l'imprimerie en taille-douce
- d) travaux effectués en application de procédés dérivés des procédés susmentionnés
- e) travaux de reliure et de brochures
- f) travaux effectués pour préparer en vue de l'impression des clichés obtenus par des moyens photomécaniques, par la gravure sur métaux et par la gravure sur bois
- g) travaux de multiplication de documents par des machines autres que celles utilisées pour les travaux d'imprimerie

ARTICLE 2

- 1 La présente convention s'applique

- a) aux personnes occupées dans tout établissement consacré exclusivement ou principalement aux travaux de l'in-

printing and kindred trades, including persons employed in any branch of such an undertaking which branch is not wholly or mainly engaged in the execution of work done in printing and kindred trades , and

(b) persons employed in a branch of an undertaking which branch is wholly or mainly engaged in the execution of work done in printing and kindred trades, even though the undertaking is not wholly or mainly engaged in the execution of work done in printing and kindred trades.

2. In any case in which it is doubtful whether an undertaking or branch of an undertaking is wholly or mainly engaged in the execution of work done in printing and kindred trades, the question of whether the undertaking or branch is to be regarded as being wholly or mainly engaged in the execution of such work shall be determined by the competent authority after consultation with the organisations of employers and workers concerned where such exist

3 This Convention applies to persons employed in both public and private undertakings

ARTICLE 3

The competent authority may, after consultation with the organisations of employers and workers concerned where such exist, exempt from the application of this Convention

- (a) persons employed in undertakings in which only members of the employer's family are employed ,
- (b) persons who by reason of their special responsibilities or qualifications are customarily regarded as not subject to the normal rules governing hours of work ,
- (c) persons employed in undertakings engaged solely in the multiplication of documents by machines other than those used in printing work ,
- (d) office employees who, in an undertaking which is not wholly or mainly engaged in the execution of work done in printing and kindred trades, are employed on the printing or multiplication of the documents intended exclusively for the use of the undertaking ,
- (e) persons employed in the editorial, administrative and commercial departments of newspapers

dustrie graphique, y compris les personnes occupées dans toute branche dudit établissement, alors même que cette branche n'est pas consacrée exclusivement ou principalement aux travaux de l'industrie graphique

- b) aux personnes occupées dans toute branche d'établissement consacrée exclusivement ou principalement aux travaux de l'industrie graphique même lorsque les établissements dont dépendent lesdites branches ne sont pas eux mêmes consacrés exclusivement ou principalement aux travaux de l'industrie graphique

2 Dans tous les cas où il n'apparaît pas certain qu'un établissement ou une branche d'établissement est consacré exclusivement ou principalement aux travaux de l'industrie graphique, la question de savoir si ledit établissement ou ladite branche doit être considéré comme consacré exclusivement ou principalement à de tels travaux doit être tranchée par l'autorité compétente après consultation des organisations d'employeurs et de travailleurs intéressées s'il en existe

3 La présente convention s'applique aux personnes employées dans les établissements tant publics que privés

ARTICLE 3

L'autorité compétente peut, après consultation des organisations d'employeurs et de travailleurs intéressées s'il en existe, exempter de l'application de la présente convention

- a) les personnes employées dans les établissements où sont seuls occupés les membres de la famille de l'employeur
- b) les personnes qui en raison de leur responsabilité ou de leur compétence particulières, sont considérées, selon la coutume, comme n'étant pas soumises aux règles normales sur la durée du travail
- c) les personnes employées dans des établissements se livrant exclusivement à la multiplication de documents par des machines autres que celles utilisées pour les travaux d'imprimerie
- d) les employés de bureau qui dans des établissements ne se consacrant pas exclusivement ou principalement aux travaux de l'industrie graphique, sont occupés à l'impression ou à la multiplication de documents destinés exclusivement à l'usage desdits établissements
- e) les personnes qui sont occupées dans les services de rédaction et d'administration ainsi que dans les services commerciaux des journaux.

ARTICLE 4

For the purpose of this Convention the term "hours of work" means the time during which the persons employed are at the disposal of the employer and does not include rest periods during which they are not at his disposal

ARTICLE 5

1 The hours of work of persons to whom this Convention applies shall not exceed an average of forty per week

2. Where hours of work are calculated as an average the competent authority shall, after consultation with the principal organisations of employers and workers concerned where such exist, determine the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week

3 Provided that the competent authority may exempt from any determination made by it in pursuance of the preceding paragraph any persons in respect of whom it is satisfied that the number of weeks over which the average may be calculated and the maximum number of hours that may be worked in any week are satisfactorily and effectively limited by collective agreement or arbitral award

ARTICLE 6

1. The competent authority may, by regulations made after consultation with the organisations of employers and workers concerned where such exist, provide that the limits of hours authorised by the preceding Article may be exceeded to an extent prescribed by such regulations in the following cases —

(a) in the case of persons employed on preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking, branch or shift ,

(b) in the case of persons employed in occupations which by their nature involve long periods of inaction during which the said persons have to display neither physical activity nor sustained attention, or remain at their posts only to reply to possible calls ,

ARTICLE 4

Aux fins de la présente convention l'expression « durée du travail » signifie le temps pendant lequel le personnel est à la disposition de l'employeur et ne comprend pas les repos pendant lesquels il n'est pas à sa disposition.

ARTICLE 5

1 La durée du travail des personnes auxquelles s'applique la présente convention ne doit pas dépasser en moyenne quarante heures par semaine.

2 Quand la durée du travail est calculée d'après une durée moyenne, l'autorité compétente doit, après consultation des organisations d'employeurs et de travailleurs intéressées, si il en existe, fixer le nombre de semaines sur lequel cette durée moyenne peut être calculée, ainsi que le nombre maximum des heures de travail hebdomadaires.

3 Toutefois l'autorité compétente peut exempter de l'application de toute prescription édictée en vertu du paragraphe précédent les personnes pour lesquelles elle admet que le nombre de semaines sur lequel la durée moyenne peut être calculée ainsi que le nombre maximum des heures de travail hebdomadaires se trouvent limités d'une façon satisfaisante et effective par des contrats collectifs ou des sentences arbitrales.

ARTICLE 6

1 L'autorité compétente peut, par des règlements pris après consultation des organisations d'employeurs et de travailleurs intéressées, si il en existe permettre de dépasser les limites des heures de travail autorisées en vertu de l'article précédent, dans une mesure fixée par lesdits règlements dans les cas suivants.

- a) dans le cas de personnes employées à des travaux préparatoires ou complémentaires qui doivent être nécessairement exécutés en dehors des limites assignées au travail général de l'établissement, de la branche d'établissement ou de l'équipe
- b) dans le cas de personnes employées à des occupations qui par leur nature comportent de longues périodes d'inactivité pendant lesquelles ces personnes n'ont à déployer ni activité matérielle ni attention soutenue, ou ne restent à leur poste que pour répondre à des appels éventuels

- (c) in cases where the continued employment of certain persons is necessary for the completion of an operation which for technical reasons cannot be interrupted ,
 - (d) in the case of persons employed in connection with the transport, delivery, or loading or unloading of goods , and
 - (e) in the case of work in connection with the introduction of any new process or the taking into use of any new machinery.
2. National laws or regulations may permit the limits of hours authorised by the preceding Article to be exceeded in the cases enumerated in the preceding paragraph of this Article to the extent fixed by any collective agreement or arbitral award by means of which, in the opinion of the competent authority, the hours that may be worked in the said cases are satisfactorily and effectively limited

ARTICLE 7

1 The limits of hours authorised by the preceding Articles may be exceeded, but only so far as may be necessary to avoid serious interference with the ordinary working of the undertaking

- (a) in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure* ,
- (b) in order to make good the unforeseen absence of one or more members of a shift

2 The employer shall notify the competent authority without delay of all time worked in virtue of this Article and of the reasons therefor

ARTICLE 8

1 The competent authority may permit the limits of hours authorised by the preceding Articles to be exceeded subject to the conditions that—

- (a) all time worked in virtue of this Article shall be regarded as overtime and shall be remunerated at not less than one and a quarter times the normal rate ,
- (b) no person shall be employed in virtue of this Article for more than one hundred hours of overtime in any year , and
- (c) there shall be no consistent working of overtime

- c) dans le cas où la prolongation du travail de certaines personnes est nécessaire pour l'achèvement d'une opération dont l'interruption est techniquement impossible
- d) dans le cas de personnes employées à des opérations se rapportant au transport, à la livraison ou chargement ou au déchargement de marchandises
- e) dans le cas de travaux se rapportant à l'essai de toute opération nouvelle ou à la mise en exploitation de tout appareil nouveau

2 La législation nationale peut permettre, dans les cas énumérés au paragraphe précédent du présent article, le dépassement des limites des heures de travail autorisées en vertu de l'article précédent, dans la mesure fixée par tout contrat collectif ou toute sentence arbitrale qui de l'avis de l'autorité compétente, limite d'une façon satisfaisante et effective les heures de travail qui peuvent être effectuées dans de tels cas.

ARTICLE 7

1 Les limites des heures de travail autorisées en vertu des articles précédents peuvent être dépassées, mais uniquement dans la mesure nécessaire pour éviter qu'une gêne sérieuse ne soit apportée à la marche normale de l'établissement

- a) en cas d'accident survenu ou imminent ou en cas de travaux d'urgence à effectuer aux machines ou à l'outilage, ou en cas de force majeure
- b) pour faire face à l'absence imprévue d'une ou plusieurs personnes d'une équipe

2 L'employeur doit faire connaître sans délai à l'autorité compétente toutes heures de travail effectuées en vertu du présent article et les raisons qui les justifient.

ARTICLE 8

1 L'autorité compétente peut permettre le dépassement des limites des heures de travail autorisées en vertu des articles précédents sous réserve des conditions suivantes

- a) toute heure de travail effectuée en vertu du présent article doit être considérée comme heure supplémentaire et rémunérée à un taux majoré d'au moins vingt-cinq pour cent par rapport au salaire normal
- b) aucune personne ne peut, en vertu du présent article, être employée plus de cent heures supplémentaires par an
- c) il ne doit pas être fait un usage constant des heures supplémentaires

2 The competent authority shall only grant such permission in accordance with regulations made after consultation with the organisations of employers and workers concerned where such exist

3 The regulations referred to in the preceding paragraph shall prescribe—

- (a) the procedure to be followed by the employer for obtaining permission to work overtime in virtue of this Article, and
- (b) the maximum number of hours for which the competent authority may grant such permission and the minimum rate of remuneration to be paid for such hours

4 National laws or regulations may provide that, subject to fulfilment of the conditions stated in the preceding paragraph, the limits of hours authorised by the preceding Articles may be exceeded in virtue of collective agreements or arbitral awards by means of which, in the opinion of the competent authority, recourse to overtime is satisfactorily and effectively regulated

ARTICLE 9

In order to facilitate the effective enforcement of the provisions of this Convention, every employer shall

- (a) notify in a manner approved by the competent authority, by the posting of notices or otherwise,
 - (i) the hours at which work begins and ends,
 - (ii) where work is carried on by shifts, the hours at which each shift begins and ends,
 - (iii) where a rotation system is applied, a description of the system, including a time-table for each person or group of persons,
 - (iv) the arrangements made in cases where the average duration of the working week is calculated over a number of weeks, and
 - (v) rest periods in so far as these are not reckoned as part of the working hours;
- (b) keep a record in the form prescribed by the competent authority of all overtime worked in virtue of Article 7 and of the payments made in respect thereto.

2 L'autorité compétente ne doit accorder une telle autorisation que conformément à des règlements pris après consultation des organisations d'employeurs et de travailleurs intéressées, si l'en existe.

3 Les règlements mentionnés au paragraphe précédent doivent prescrire

- a) la procédure à suivre par l'employeur pour obtenir l'autorisation d'effectuer des heures supplémentaires en vertu du présent article
- b) le nombre maximum d'heures supplémentaires pour lesquelles l'autorité compétente peut accorder une telle autorisation ainsi que le taux minimum de rémunération qui doit être payé pour ces heures supplémentaires.

4 La législation nationale peut prévoir sous réserve que les conditions stipulées au paragraphe 1 du présent article se trouvent remplies, que les limites des heures de travail autorisées par les articles précédents soient dépassées en vertu de contrats collectifs ou de sentences arbitrales qui, de l'avis de l'autorité compétente réglementent d'une façon satisfaisante et effective le recours aux heures supplémentaires.

ARTICLE 9

En vue de faciliter l'application effective des dispositions de la présente convention chaque employeur doit

- a) faire connaître selon un mode approuvé par l'autorité compétente au moyen d'affiches apposées dans l'établissement ou d'une autre manière
 - i) les heures auxquelles commence et finit le travail
 - ii) si le travail s'effectue par équipes, les heures auxquelles commence et finit le tour de chaque équipe
 - iii) si il est fait application d'un système de roulement, une description de ce système y compris un horaire de travail pour chaque personne ou groupe de personnes
 - iv) les dispositions prises dans les cas où la durée hebdomadaire moyenne du travail est calculée sur plusieurs semaines
 - v) les repos dans la mesure où ils ne sont pas considérés comme faisant partie des heures de travail
- b) inscrire sur un registre selon le mode approuvé par l'autorité compétente toutes les heures de travail qui sont effectuées en vertu de l'article 8 ainsi que le montant de leur rétribution

ARTICLE 10

Any Member may suspend the operation of the provisions of this Convention during any emergency which endangers the national safety

ARTICLE 11

During a period which shall not exceed three years from the coming into force of this Convention for the Member concerned, the competent authority may approve transitional arrangements in virtue of which—

- (a) the reduction of hours of work to the limits authorised by the preceding Articles may be accomplished by stages during the said period ,
- (b) specified classes of workers or undertakings may be exempted from all or any of the provisions of the Convention during the said period

ARTICLE 12

The annual reports submitted by Members upon the application of this Convention shall include more particularly full information concerning—

- (a) exemptions made in virtue of Article 8(b) ;
- (b) determinations made in pursuance of Article 5, paragraph 2 ,
- (c) regulations made in virtue of Article 6, paragraph 1 ,
- (d) the extent to which overtime is worked in virtue of Article 8 ,
- (e) transitional arrangements approved in virtue of Article 11 , and
- (f) any collective agreements or arbitral awards relied upon in virtue of Article 5, paragraph 3, Article 6, paragraph 2, or Article 8, paragraph 4, and the grounds upon which the competent authority regards such agreements or awards as satisfactory and effective

ARTICLE 13

Nothing in this Convention shall affect any law, award, custom or agreement between employers and workers which ensures more favourable conditions than those provided by this Convention.

ARTICLE 10

Tout Membre peut suspendre l'application des dispositions de la présente convention pendant la durée de tout événement présentant un danger pour la sécurité nationale.

ARTICLE 11

Pendant une période de trois ans au plus à compter de l'entrée en vigueur de la présente convention à l'égard de chaque Membre l'autorité compétente peut approuver des arrangements transitoires autorisant

- a) la réduction par étapes, pendant ladite période, de la durée du travail jusqu'aux limites autorisées en vertu des articles précédents
- b) des exemptions partielles ou totales des dispositions de la présente convention pendant ladite période, concernant certaines catégories de travailleurs ou d'établissements.

ARTICLE 12

Les rapports annuels soumis par les Membres sur l'application de la présente convention doivent comprendre des renseignements complets concernant notamment

- a) les exemptions autorisées en vertu de l'article 8 alinéa b)
- b) les déterminations opérées conformément à l'article 5 paragraphe 2
- c) les règlements pris en vertu des dispositions de l'article 6 paragraphe 1
- d) la limite dans laquelle il est fait usage des heures supplémentaires accordées en vertu de l'article 8
- e) les arrangements transitoires approuvés en vertu de l'article 11
- f) tout contrat collectif ou toute sentence arbitrale dont il serait fait usage en vertu des articles 5 paragraphe 8 6 paragraphe 2 et 8 paragraphe 4 ainsi que les raisons pour lesquelles l'autorité compétente considère de tels contrats collectifs ou de telles sentences comme satisfaisants et effectifs

ARTICLE 18

Rien dans la présente convention n'affecte toute loi, toute sentence arbitrale, toute coutume, ou tout accord entre les employeurs et les travailleurs qui assure des conditions plus favorables que celles prévues par la présente convention

APPENDIX

REPORT OF THE PREPARATORY TECHNICAL TRIPARTITE MEETING ON THE REDUCTION OF HOURS OF WORK IN PRINTING AND KINDRED TRADES

INTRODUCTION

At its Nineteenth Session (1935) the International Labour Conference adopted a resolution in which it requested the Governing Body of the International Labour Office to consider the desirability of placing on the Agenda of the 1936 Session of the Conference, the question of the reduction of hours of work in the printing trades.

This resolution was discussed by the Governing Body at its meeting in February 1936 but it did not see its way to placing the question on the Agenda of the 1936 Session of the Conference. It decided instead to place it on the Agenda of the 1937 Session.

At its next session (April 1936) the Governing Body authorised the Office to convene a Preparatory Technical Tripartite Meeting on hours of work in the printing and kindred trades, to which States with over 15,000 persons working in these trades would be invited to send representatives (United States of America, Argentina, Austria, Belgium, British Empire, Canada, Czechoslovakia, France, Hungary, India, Italy, Japan, Netherlands, Poland, Spain, Sweden, Switzerland and U.S.S.R.). Further owing to the common system of collective agreements which makes it possible to group the three Scandinavian States in regard to the printing and kindred trades, these countries would be invited to send a joint delegate and in addition, other States with a printing industry of any importance would be informed that they could send representatives. Each Government taking part in the Meeting would be requested to designate three representatives one for the Government, one for employers and one for workers, each of these representatives being entitled to bring advisers who would have the right to speak but not to vote. The Governing Body also decided that it should be represented at the Meeting by three of its members, one from each group.

The Preparatory Technical Tripartite Meeting on the reduction of hours of work in the printing and kindred trades was held at the International Labour Office in Geneva from 30 November 1936 to 4 December 1936.

The following 17 countries sent representatives: United States, Argentina, Austria, Belgium, British Empire, Chile, Czechoslovakia,

Denmark, France, India, Japan, Netherlands, Norway, Spain Sweden, Switzerland, Turkey Among these the following 11 States sent complete tripartite delegations United States, Austria, Belgium British Empire, Czechoslovakia, Denmark, France, Netherlands, Spain, Sweden, Switzerland Argentina was represented by a Government delegate and a workers' delegate, Norway by a workers' and an employers' delegate, and Chile, India, Japan, and Turkey each by a Government delegate The total number of delegates with the right to vote was 41 The Meeting was also attended by 37 advisers, who, with substitutes, brought the total to 81 persons A full list of the delegations is given at the end of this volume

The Governing Body of the International Labour Office was represented by Mr Mumiz (Brazil) for the Government members, Mr. Oersted (Denmark) for the Employers' members, and Mr. Mertens (Belgium) for the Workers' members

I — OPENING OF THE MEETING

The first sitting was opened by Mr Mumiz (representative of the Government members of the Governing Body), who briefly reviewed the conditions under which it had been decided to hold the Meeting

The Meeting elected as President Mr HACKL, Netherlands Government delegate, and as Vice-Presidents Mr DREYER, Danish Government delegate, Mr OERSTED, representative of the Employer members of the Governing Body of the International Labour Office, and Mr ISAACS, British Workers' delegate The Meeting also appointed a General Purposes Committee to assist the officers, which was composed of the President and Vice-Presidents of the Meeting, the three representatives of the Governing Body, and five members from each group

Government group Argentina, British Empire, Czechoslovakia, France, Japan,

Employers' group United States, British Empire, Denmark, France, Switzerland,

Workers' group Czechoslovakia, France, Netherlands, Norway, Sweden, and as substitutes United States, Belgium

The Meeting set up a Drafting Committee, composed of the President and Vice-Presidents and two members from each group, consisting of the representatives of the following countries

Government group Belgium (substitute France), Denmark (substitute India),

Employers' group British Empire Switzerland,

Workers' group Belgium, British Empire (technical adviser Czechoslovakia)

On the proposal of the General Purposes Committee the Meeting accepted the Standing Orders prepared by the International Labour Office, which had already been used to the satisfaction of the three

groups during the Maritime Meeting with the addition of a clause providing that the three members of the Governing Body would also sit on the General Purposes Committee

Before the Meeting began its discussions the Director of the International Labour Office made a statement as to its scope. He made it clear that the Meeting had no responsibility for the preparation of the reports which were to be submitted by the Office to the International Labour Conference. Its character was essentially advisory and the Office would welcome all the advice given.

The Director noted that the Meeting had to consider two particularly important points. The first was the problem of shorter hours considered from the broadest possible standpoint account being taken of the incidence of unemployment the economic and technical factors involved the effects of mechanisation, etc. The second was the determination of the scope of the printing and kindred trades for the purpose of reduced hours, a question on which the International Labour Office had prepared a memorandum for the Meeting. In fact the work of the Meeting related to these two points.

II — GENERAL DISCUSSION

The Meeting decided to begin with a general discussion. Three sittings were devoted to this discussion in which a number of problems relating to the printing and kindred trades were examined. Twenty-four speakers took part representing the Governments of the United States, Argentina, British Empire, France, and India the employer of the United States, Austria, Belgium, British Empire, Czechoslovakia, Denmark, France, Netherlands and Switzerland and the worker of the United States, Austria, Belgium, British Empire, Czechoslovakia, Denmark, Netherlands, Norway and Switzerland.

The representative of the British Government opened the discussion with a declaration that the participation of his Government in the Meeting was on the understanding that (a) the question of the reduction of hours of work would not be discussed in isolation but in association with wages and other factors affecting conditions of employment (b) the Meeting would not be bound by the principle of the general 40 hour Draft Convention of 1935. In the opinion of his Government a Meeting of this kind was a new departure which might greatly strengthen the International Labour Organisation provided that there was free discussion of all the conditions in the industry concerned. If the members present were able to discuss the important questions submitted to them as fully as possible, they would be able to provide valuable information on general conditions in the printing and kindred trades. The speaker maintained that the Meeting should examine not only the question of hours but also such points as methods of recruitment in the industry, training apprenticeship, wages, superannuation, mechanisation, and the organisation of workers and employers. He also emphasised the fact that

the Meeting was an advisory body only and was not called on to take a decision as to the application of the 40-hour week in the printing industry, this being a matter for the 1937 Session of the Conference. Nor was it for the Meeting to make proposals or to engage in drafting a preparatory text for the Conference, this being the work of the Office.

The general discussion which followed this statement, made it clear that the printing and kindred trades are among the most important industries in view of the number of workers employed, the amount of capital invested, and the services rendered to other industries and the community as a whole. It was also shown that the industry had grown considerably during the last thirty years or so in consequence of technical progress and improvements in the organisation of the work.

In most countries the organisations in the industry, which were particularly representative, have worked for the improvement of conditions of employment. It is therefore not surprising that regulation by collective agreements is very widespread in the printing and kindred trades. It was observed, for instance, that in many countries and in several branches of the industry, hours of work are under 48 in the week. But whereas on the one hand the industry has benefited by recent technical progress, this has had to be paid for in the form of the competition of cheap duplicating processes.

The characteristic features of the printing and kindred trades thus did not give rise to differences of view during the general discussion. On the other hand, there was considerable diversity of opinion displayed in the many speeches made on the question whether a reduction of hours, combined with the maintenance of the workers' standard of living, is a means of relieving unemployment on the one hand and of enabling the workers in the industry to benefit by recent technical progress on the other. As regards the volume of unemployment in the printing industry, the statistics placed before the Meeting by various representatives of employers and workers show that the percentage of unemployed varies considerably from one country to another.

A — Employers' Arguments

The view was submitted on behalf of most of the employers' representatives that in countries where it is the custom to settle wages, hours and working conditions by voluntary collective agreements, the employers are not willing to abandon that method in favour of statutory regulation either international or national.

Existing economic inequalities would be still further accentuated if the international Convention did not regulate the question of wages at the same time as that of the reduction of hours.

The conditions of marketing the products of the printing and kindred trades in several European countries depend at present on competition with Germany, which would not be bound by an international Convention.

Most of the employers' representatives put forward various objections to the reduction of hours in the printing and kindred trades, and some of them made suggestions which in their view would lead to a partial reduction of unemployment. The objections raised may be summarised as follows.

The considerable technical progress made in the industry during the last few years has not led to unemployment but on the contrary has increased the volume of employment and made possible an increase of production as appears from the statistics compiled in this respect.

Unemployment in the printing industry has steadily decreased in recent years and in many countries represents only a small percentage of the workers.

Among the unemployed are many men who are below the standard required for the operation of modern printing machinery.

At present there is a serious shortage of skilled labour in some branches of the industry. In certain countries it is found necessary sometimes to introduce foreign labour.

Workers in the printing and kindred trades are too specialised for it to be possible to transfer them indifferently from one service to another.

Unemployed labour in one region cannot always be made available to employers in another region.

A reduction of working hours from 48 to 40 in the week would involve, if production is to be maintained an increase of 20 per cent in the number of workers but it would not be possible to recruit so many additional workers.

Therefore, to maintain output, a vast amount of overtime would be necessary much more than would be permitted, while in any case any proposal to reduce the working week, while requiring the same hours to be worked at expensive overtime rates hardly calls for serious consideration.

The reduction of hours would not reduce unemployment in the branches of the industry where the workers are on short time or in small undertakings where the shorter hours would not provide sufficient work for the full time employment of an additional worker.

In the more specialised branches of the printing and kindred trades, economic reasons and the existence of collective agreements have resulted in maintaining the number of workers employed at a higher level than is needed for production, so that the reduction of hours would not have the expected favourable effect in reducing unemployment.

Even assuming that the additional number of workers needed to maintain output could be found, the premises and equipment at the disposal of most undertakings in the printing and kindred trades would be insufficient for the needs of this additional staff and for their work.

Further the enlargement of workshops and the purchase of additional material would entail the investment of capital which the employers would often find it difficult to raise and on which they could not guarantee a reasonable return.

The reduction of hours would lead at once to a rise in the cost of production corresponding to the rise in labour costs. Now, in the printing industry, the share of wages in the cost of production is high. Further, the fixed overtime expenses (depreciation of material, rent, interest on capital, taxes, etc.) would also rise in the same proportion, since their present share in the cost of production is calculated on the basis of the 48-hour week. In turn the rise in the cost of production would mean higher sale prices and increased printing costs, which would inevitably entail smaller orders.

An increase in the cost of printing would be — and this is a matter of the utmost seriousness both to employers and workers — a direct encouragement to customers to use substitute methods, such as the installation of office printing appliances and machines worked with cheap labour, an encroachment upon legitimate printing from which the industry is already suffering very severely. The competition of family undertakings, which as a rule are not subject to hours of work legislation, would be felt even more keenly. Smaller undertakings would run the risk of having to close their workshops, while those which could continue to work would have to increase their output either by introducing new machinery and rationalising their work even more or by requiring their workers to work overtime. Whatever the method adopted, the result could not be an increase in the number employed.

The application of the shorter working week would meet with the technical difficulties of organising the work in shifts, and this would be hampered by the restrictions on night work imposed by law in many countries.

Workers in the printing and kindred trades have already largely benefited from technical progress by an improvement in their conditions of employment. Moreover, the work required of them is definitely less exhausting than in the past.

A far-reaching reform such as the introduction of the 40-hour week can be justified only in a few special cases. Since the conditions of life and of work, mechanisation, prospects on the home market, and the volume of employment vary from one country to another, the question of the reduction of hours should be studied for each of them separately.

Various suggestions were put forward by the employers' representatives for remedying unemployment. They were as follows:

The Netherlands employers' representative contemplated:

- (a) The introduction of the system of rotation, known as the "krumper" or "walking week" system, by which the available work is spread over a larger number of workers by laying off the staff one week in every five or six for each group of workers in rotation.
- (b) The lowering or removal of customs barriers, quotas, and all other obstacles to world trade and the return to free trade.
- (c) The prohibition or gradual restriction of the employment of women except for specifically feminine occupations.

The Belgian employers representative proposed that the determination of the optimum hours which would permit the best output and the best level of earnings for the workers should be studied.

The representatives of employers in the United States and France made declarations characteristic of their respective attitudes.

The United States employers representative stated that the 40 hour week was worked in this country in 80 per cent of commercial printing and that most of newspaper printing was worked on a 37½ to 40-hour week. He added, however, that the reduction of hours had not yet permitted of the absorption of all the unemployed and that it had led to an increase in the costs of production. This increase had been absorbed by the introduction of speedier equipment, rationalisation methods, and the reduction of waste and inefficiency. In his opinion, after having settled the question of the reduction of hours of work, it would be desirable to examine also other special aspects of the printing industry, and for this purpose he suggested that meetings of experts might be convened in the future in order to solve all the problems involved in the printing and kindred trades. In the United States the 40-hour week was regarded as a sound first step towards stabilising the economic situation and as a humanitarian measure since it enabled the workers to share in the fruits of technological progress. He expressed the opinion that the international adoption of shorter hours was practicable, though it might bring temporary difficulties here and there.

The French employers representatives supplemented a declaration made by the French Government delegate by stating that, as regards the reduction of hours of work in the printing and kindred trades, French employers had been faced with an Act passed on 14 June 1930 which introduced the principle of the 40-hour week. In view of this *fait accompli* and their respect for the decisions taken by the Government, the representatives of employers in the industry were only called upon to participate in the elaboration of the methods of application of the 40 hour week to be inserted in the draft Decree.

B — Workers Arguments

In their speeches the representatives of the workers put forward the following arguments in favour of the introduction of the 40-hour week by way of an International Convention.

The statistics of unemployment may be misleading owing to the fact that they do not give the number of workers partially unemployed and that sometimes they are compiled at a time when seasonal unemployment is particularly low. Account should also be taken of the fact that some statistics do not treat as unemployed the many auxiliary workers employed intermittently in certain branches of the industry. The calculation must also take into consideration the large number of workers obliged to abandon the printing industry who are no longer carried on the unemployment registers of this industry. Further the importance of the question of unemployment should not

be looked upon merely as a figure of percentage of employed workers, the absolute figures are more eloquent and show more fully how many human beings are out of work

A shortage of skilled labour need not be feared in the printing industry after the reduction of hours, since most of the unemployed workers have undergone apprenticeship and even attended technical schools

Even assuming that the introduction of the 40-hour week is followed by a shortage of skilled labour, it would be possible to remedy this by organising the technical training of many young people who wish to learn a trade

The responsibility for the exaggerated specialisation of labour lies with those employers who, when they introduce new machines, prefer to engage specialists already acquainted with the working of these machines rather than train their staff for this purpose

The increase in costs of production that may result from the introduction of the 40-hour week would not be great and could be compensated, on the one hand, by an increase in output per worker resulting from the shorter hours and on the other, by the rise in the total production of industry which would follow from the increased purchasing power and spare time of the workers

The workers, especially in large centres, are subjected to steadily increasing nervous strain owing to the growing influence of machinery, aggravated by the insecurity of employment and conditions of life in general

The employment of noxious substances and the need of working in overheated workshops in an atmosphere filled with fumes of molten lead tends to increase the number of cases of sickness among printing workers

The adoption of an international Convention on the 40-hour week would enable the workers in the printing and kindred trades to share in the benefits of technical progress

Since machines of the office printing class compete with printing proper, they should be covered by the proposed regulations

The international regulations should similarly cover small handicraft and family undertakings, which are often set up by persons not belonging to the trade and tend to aggravate the position of the workers and the industry in general

The adoption of an international Convention limiting the working week to 40 hours would alleviate the incidence upon international competition of the application of different working hours

Besides, in some countries the system of collective agreements is not sufficiently developed for the reduction of hours to be made general by free negotiation between the organisations of employers and of workers

The introduction of the 40-hour week in the printing and kindred trades by an international Convention would be a notable step in advance and would help to solve the other problems arising in the industry

On the other hand the fixing of wages should continue to be left to collective agreements this is already a difficult matter in the national field and would meet with almost insurmountable obstacles internationally.

In practice hours of work have been reduced on various occasions during the last few years and each time the printing and kindred trades have adapted themselves to the new situation without difficulty. In the United States hours of work are 40 or less in the week, and in several other countries the working week in different branches of the industry is under 48 hours, and in some countries even under 40. In actual fact there is only a small margin between the hours actually worked and those now contemplated for the international regulations.

C — *Government Declarations*

The Government representatives of the United States of America, Argentina, France and India made declarations defining their position with regard to the work of the Meeting as a whole or to certain questions of procedure and method.

The United States Government representative informed the Meeting that the representatives of his country were taking part in the hope that a substantial agreement might be reached in regard to the reduction of hours of work in view of the fact that (a) in several countries hours in the printing industry had already been reduced as appeared from the report prepared by the Office, and (b) in the United States the overwhelming majority of workers in the industry were now working forty hours or less. The adoption of an international Convention would raise certain problems of method. It would be advisable to consider whether within the framework of an international convention collective agreements, either as an alternative or as a supplement to the method of legal regulation, might not be the most favourable means of overcoming the difficulties mentioned on various occasions during the Meeting. One suggestion on these lines had been made at the last meeting of the Governing Body by the representative of Great Britain. Whatever the method adopted, the United States Government delegate expressed the conviction that the 1937 Session of the Conference would result in substantial progress in the direction of the shortening of hours.

In connection with the above-mentioned suggestion, it may be mentioned that the British workers representative stated that the attitude of the workers of Great Britain was that a Convention should be adopted in principle, but that the working out of the details should be left to the system of negotiation and collective agreements.

The Argentine Government representative drew the attention of the Meeting to the fact that his country had decided to take part in the Meeting in consequence of the special interest taken in the printing industry. Hours of work in this old-established and important industry were fixed not only by general legislation but also by a collective agreement applicable to all the branches of the industry in

Buenos Aires These regulations established a 44-hour week for day work and 39-hour week for night work, which, he added, preponderated in the case of newspaper printing For unhealthy work the Act reduced hours to 36 in the week

The French Government representative explained that the principle of the 40-hour week had been introduced by the Act of 14 June 1936, and that the methods of applying it in the different industries were to be fixed by public administrative regulations

For the printing industry a draft Decree to determine the application of the 40-hour week had recently been elaborated with the co-operation of the organisations of employers and workers concerned, and had recently been submitted to the National Economic Council The application of the 40-hour week in the printing industry in France was thus imminent, and the speaker expressed the hope that this reform would also be adopted in the international field

The Indian Government representative stated that his Government was opposed in 1935 to the adoption of the Convention on the principle of the 40-hour week, and that it did not consider there were any special reasons why it should alter its attitude in regard to the regulations proposed for the printing industry As stated in the report prepared by the Office, hours of work in this industry in India were well below those laid down in the Factories Act He therefore held that it was not possible for the Government to contemplate a further reduction of hours

III — DELIMITATION OF THE INDUSTRY

On the proposal of the General Purposes Committee, the Meeting decided to discuss the delimitation of printing and kindred trades, it being understood that such a delimitation would serve for the study of all questions which concerned the industry

Before the discussion opened the British employers' delegate, speaking on behalf of the employers' group with the exception of the representative of the United States employers, declared that the group considered the preparation of an international Convention for the reduction of hours of work in the printing and allied trades to 40 in the week as both impracticable and undesirable The group therefore held that it would be illogical to take part in any discussion on the delimitation of the industry as such a discussion had for its object the preparation of a Convention

Several Government and workers' delegates, as well as the representative of the United States employers, expressed their regret at the decision taken by the employers They drew attention to the need of distinguishing clearly between, on the one hand, the question of the delimitation of the printing industry, which might be effected for a variety of purposes and was a purely technical matter, and on the other, the question of the reduction of hours of work, and pointed out that any technical opinions given by the employers on the delimitation of the industry could in no way prejudice their subsequent attitude on the problem of the reduction of hours

The employers delegates adopted the Chairman's suggestion that they should reconsider the question of their collaboration in the work of the Meeting. After renewed discussion the representative of the employer members of the Governing Body declared that the employers representatives were prepared to listen very attentively to the arguments and speeches made by the Government and workers representatives. If at the end of the discussion any misunderstanding had arisen or any error been made that they considered it necessary to correct, or if they felt it desirable to throw light on certain points, they might intervene but with the express reservation that their absolute opposition to the introduction of the 40 hour week was maintained.

The following draft resolution was submitted to the Meeting by the representatives of the workers

"The scope of the Draft Convention to reduce hours of work in the printing industry to a maximum of 40 in the week should include all workers and salaried employees in all undertakings, establishments and institutions engaged in whole or in part in the preparation or execution of

- "(1) all processes of printing
- "(2) bookbinding manufacture of account books manufacture of cardboard goods manufacture of articles from paper
- "(3) photomechanical process work, including photogravure
- "(4) duplicating by special machines
- "(5) type founding and stereotyping
- "(6) all undertakings establishments and institutions in which such work is done as a subsidiary "

The British workers representative, on behalf of the workers group, explained the scope of this resolution but pointed out that it was put forward merely by way of suggestion to serve as a basis for discussion and that the proposals made were neither formal nor final.

The representative of the employers members of the Governing Body stated that if allusion were made in the text to the draft of an international Convention concerning the reduction of hours of work in printing and kindred trades, the Meeting could no longer hope for any participation of the Employers members.

The Meeting decided to discuss first the delimitation of printing and kindred trades and reserved for later consideration the introductory paragraph of the resolution. During the discussion on delimitation, however the Meeting found it necessary also to consider the introductory paragraph of the resolution and it considered that there was no reason to mention a Draft Convention concerning the introduction of the 40-hour week in the industry. It therefore decided that the Preamble of the resolution should be in the following terms

"The technical Meeting considers that the printing industry should include all workers and salaried employees in all under

takings, establishments and institutions engaged in whole or in part in the preparation or execution of ”

The Meeting discussed in turn the various heads enumerated in the resolution submitted by the workers' delegates

1 — *All Processes of Printing*

Various opinions were expressed on the meaning to be given to this term. The Meeting decided that in the final report to be submitted by the Office to the International Labour Conference the various opinions, observations and suggestions given should be taken into account. These were as follows

The French Government adviser, referring to the draft Decree being prepared in France for applying the 40-hour week in the printing industry, interpreted the term “all printing processes” as covering the three fundamental processes typography, lithography and intaglio printing, as well as all modern processes derived from them (zincography, etc.) In his opinion, this general formula covers also stereotyping, referred to under head 5, as well as blockmaking. As regards type founding, however, also indicated under head 5, he pointed out that undertakings which specialised in manufacturing movable type — a group that was steadily becoming smaller — were not covered by the proposed French Decree for the printing industry but were included with metalworking undertakings.

On this subject the Belgian workers' delegate noted that type-founding firms produced articles for immediate use in the printing industry and added that it would be difficult to distinguish between such firms and workshops with monotype or linotype machines which produced type or matter for other printing works.

The United States workers' delegate pointed out that in his country a definition based on the products manufactured was preferred to one based on the methods used. In his opinion, in the United States the term “all processes of printing,” would cover “all operations involved in a product bearing letterpress, lithographic, rotogravure, photographic or metal-plate process printing, as well as products upon which there has been binding of any kind and products of type-founding, electrotyping, stereotyping and photo-engraving”.

During the discussion, the United States employers' delegate reminded the Meeting that in his country the definition of printing and kindred trades had raised a number of difficulties and that a solution had been arrived at which, without being perfect, had removed several of the difficulties. It was as follows:

“The term ‘printing industry’ shall include all undertakings which are engaged in printing or which use any of the partial processes used in printing, or which produce any printed matter of whatsoever description, and it shall include all departments or branches of undertakings not wholly devoted to printing in which the act or process of printing, or any of its partial processes or services, are carried out.

The term printing is defined to mean the act or process of printing impressing stamping or transferring upon paper or paper like substances of any ink, colour pigment mark, character or delineation including any and all partial processes and services used in printing (The last sentence including any and all partial processes and services used in printing includes binding stitching ruling machine composition plate making of every sort and any of the other minor services.)

"The term printed matter is defined to mean the finished products of printing and the products of any and all partial processes and services used in printing "

The delegates were finally agreed to substitute for the term "all printing processes" the following formula letter press printing lithography and intaglio printing and their derivatives

2. — *Bookbinding Manufacture of Account Books Manufacture of Cardboard Goods Manufacture of Articles from Paper*

The Czechoslovak workers' adviser explained that under this heading the workers group had wished to include undertakings likely to compete seriously with those in the printing and kindred trades.

The Danish Government delegate said that he had no objection to the proposed item provided that bookbinding referred to the manufacture of account books, cardboard goods and articles from paper If however it meant bookbinding in general he would draw attention to the fact that in Denmark the statistics included book binding not under the printing industry but under the paper industry

The French Government adviser stated that the draft French Decree for the application of the 40-hour week in the printing industry referred to "stitching and binding operations, which could be carried out equally well in a printing works and in a separate undertaking The term "bookbinding comprised binding proper gilding the manufacture of account books, an item which included the manufacture of commercial registers, account books, diaries albums box files exercise books, notebooks etc. If this interpretation were kept, it would be superfluous to mention the manufacture of account books The term "binding also included stitching and a series of related trades gluing assembling map making label making numbering paging etc.

As regards the manufacture of cardboard goods and of articles from paper in France these processes were included in the industrial category "manufacture and transformation of paper" Some of the workshops in question engaged in printing work of a subsidiary nature, and consequently including such work in the printing industry would not appear in general to imply the inclusion of the operation of transformation of paper and cardboard which precedes the operations of printing

The representative of the workers' group of the Governing Body held that, in view of the fact that specialisation of undertakings was not carried equally far everywhere, it was not possible to make internationally the distinctions mentioned by the French Government adviser He urged that the formula proposed by the workers' delegates should be maintained

The Indian Government delegate proposed a compromise, namely "manufacture of cardboard goods and articles from paper on which printing appears"

The Netherlands employers' adviser raised objections to this formula and proposed that head 2 should be retained unchanged

The French Government adviser considered that, if the term "establishments or parts of establishments" were used, this might meet several of the objections raised Finally, head 2 was retained unchanged

3 — Photomechanical Process Work, including Photogravure

The French Government adviser stated that the proposed text related merely to photogravure, but that there were also photomechanical processes which did not involve engraving, such as photolithography, phototyping, etc He suggested that the following text should be substituted for head 3 "All processes by which plates obtained from a photograph may be prepared for printing" This was altogether general and could cover all present and future photogravure processes

The Meeting accepted this proposal

4 — Duplicating by Special Machines

The Danish Government delegate asked for explanations on this point for he held that taken in conjunction with head 6 ("All undertakings, establishments and institutions in which such work is done as a subsidiary") it would result in including in the definition undertakings which had nothing in common with the printing and kindred trades

The Czechoslovak workers' adviser explained that the workers were thinking of undertakings of a completely independent nature set up as printing works and even using movable type for their printing work and reproducing a large quantity of documents that would formerly have been printed by printing undertakings proper They were not referring to offices, banks, insurance companies, etc , but to undertakings which by their character could be treated on the same footing as undertakings in the printing industry This head should therefore be considered altogether apart from head 6

The Meeting decided to maintain this head as it stood and took note of the observation made by the Danish Government delegate.

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5 — Type Founding and Stereotyping

The Belgian workers delegate proposed to substitute the following text Typographic founding and stereotyping on the ground that not only type was founded but also lines of type plates, etc. used exclusively for printing

The Meeting decided to accept this alteration

6 — All Undertakings Establishments and Institutions in which Such Work is done as a Subsidiary

The question arose whether this point overlapped with the introductory paragraph of the resolution Opinion was considerably divided but in consequence of the discussion in which several delegates took part, it became clear

- (1) that the object was to cover establishments or institutions having nothing to do with the printing and kindred trades but running printing or bookbinding workshops as a subsidiary undertaking which competed with the printing industry and
- (2) that it was intended only to cover the workers engaged in such printing bookbinding etc work.

The meeting accordingly decided to retain this point but to make it clear as had been suggested by the Danish Government delegate, that it related only to workers engaged on such work. Head 6 was therefore given the following form "All undertakings establishments and Institutions in which such work is done as a subsidiary but only as regards the workers engaged on such work.

Additional Points

The French Government delegate pointed out that there were other engraving processes than the photomechanical process work referred to in Item 8, such as engraving on metal or wood for printing He also drew the attention of the Meeting to colour printing which in his opinion, belonged to the printing industry He therefore suggested the addition of another point, as follows "Engraving on metal for the purpose of printing by processes other than those mentioned in paragraph 8 engraving on wood colour printing

The British Government delegate raised the question whether wallpaper manufacture should be included or not.

At the end of the discussion on the delimitation of the printing and kindred trades, the general opinion of the Meeting was that the definition accepted in its general lines should take into account the various suggestions made.

After this discussion the Japanese Government delegate stated that in his view the suggested delimitation was too wide, especially

as regards point 2 ("bookbinding, manufacture of account books, manufacture of cardboard goods manufacture of articles from paper") and point 4 ("duplication by special machines") considered in relation to the introductory paragraph

The United States workers' delegate asked that the list of processes following point 1 — "all processes of printing" — should not in future be regarded as a limitative one

The United States employers' delegate also expressed the fear that if kinds of work and processes were enumerated, some might be omitted

Finally, the British Government delegate stated during the discussion that the conditions in which the Meeting had to work and the methods adopted did not allow arriving at a satisfactory definition of the industry

IV. — GENERAL CONSIDERATIONS ARISING FROM THE DISCUSSION

After concluding the consideration of the technical problems involved in the definition of the printing and kindred trades, several delegates submitted observations on the work of the Meeting as a whole. The representative of the employer members of the Governing Body declared that the discussion in the Meeting had been substantial and useful and had thrown light on the question of the reduction of hours in the printing and kindred trades. But in his opinion valid arguments had not been put forward to prove that the industry should be one of the first in which the 40-hour week ought to be proposed. The arguments brought forward by the advocates of a 40-hour week could be classified into three groups. It was suggested

- (1) that the proposed measure would act as a remedy for unemployment
- (2) that it would allow of reduction of technological unemployment
- (3) that it would satisfy humanitarian demands

As regards the reduction of hours of work as a remedy for unemployment, the speaker noted that it had been observed in many countries that unemployment was under 10 per cent of the workers employed — a proportion that might be considered normal. It must be recognised that the development of industry called for a certain reserve of labour.

As regards technical progress, the workers had long benefited by the resulting advantages in the form of increased wages, holidays with pay, less strenuous work, etc. Moreover, technical progress had not tended to reduce the number of workers employed in industry. On the contrary, the figure had risen considerably in many countries.

As regards humanitarian reasons, the discussion in the Meeting had not shown that work in the printing industry was particularly hard. Moreover measures had already been adopted as regards more strenuous work, such as that performed at night.

If all the aspects of the question were considered the conclusion reached was that the introduction of the 40 hour week would increase wages and therefore also prices which would lead to serious economic difficulties for the industry. It was true that in the United States the working week was 40 hours or less, but the situation in that great country could not be compared with that of European countries, especially as regards the foreign competition that the latter had to meet, whereas American industry was hardly exposed to such competition.

He stressed the fact that the employers attitude was not that of hostility to improvements in the conditions of the workers and in particular to the reduction of hours. He recalled that as early as 1910 a collective agreement had been amicably concluded in his country fixing hours of work at 48 in the week. He considered that the time had not yet come to introduce the 40-hour week. This measure would meet with even greater difficulties in the international field, since the conditions of employment and work and the supply of labour varied considerably from one country to another. In his opinion a true solution lay in the regulation of hours by collective agreements.

As regards the definition of the printing and kindred trades it seemed to him that the experts had had in mind that the discussion was to serve as a basis for the preparation of an International Draft Convention so that the definition reached had become much too wide.

The workers representative of the Governing Body welcomed with satisfaction the employers remarks concerning the value of the work done by the Meeting.

As regards unemployment, he considered that even a figure of under 10 per cent could not be considered normal.

In regard to unhealthy conditions in the printing and kindred trades, he drew attention to the dangerous effects of the use of benzol in heliogravure and showed that for certain kinds of operations a reduction of hours was necessary for the protection of the workers health.

He declared himself in favour of the conclusion of collective agreements in each country between employers and workers and drew attention to the fact that employers often met the demands of the workers by the argument that conditions were worse in competing countries. The workers demanded the adoption of international Conventions precisely in order to make conditions of employment uniform and to keep a check on competition that might be dangerous to the workers.

As to the proposed definition of the Industry which some had regarded as too wide, he regretted that the employers had not collaborated more fully and thus aided in searching for a better definition which would have satisfied both workers and employers.

On the subject of the dangers of the use of benzol in heliogravure, the Belgian employers delegate stated that the number of accidents that had taken place had upset the employers just as much as the

workers The employers had examined the question and had come to the conclusion that the principal cause of the accidents lay in the use of bad quality hydrocarbons as solvents It was for the labour inspectors to intervene Besides, the number of machines used in heliogravure operations was very small compared with the number used for typesetting or offset work It was therefore wrong to maintain that the whole printing industry was unhealthy

The British workers' delegate, after stressing some of the observations made by the workers' representative of the Governing Body (volume of unemployment, extension of the printing industry, conclusion of collective agreements), mentioned certain points on which it seemed to him that an agreement could be reached between employers and workers, and which might serve as a guide for the International Labour Office

In the first place, in view of the fact that both sides were in favour of the system of collective agreements, the proposed Draft Convention should be limited to certain general principles, the working out of which should be left to national agreements The question of wages arising in connection with the reduction of hours should also be settled by agreements

As regards overtime, the workers' organisations were and would always be opposed to such work, but they recognised that it could not be altogether abolished On the other hand, the amount of overtime must be limited, and a general principle could be incorporated in any future international Convention

On the question of small undertakings, the workers held that all those in which the employer did not work alone should be covered by the regulations, including those known as family undertakings

Finally, the workers would be prepared in the event of a temporary shortage of certain categories of skilled labour, to discuss with the employers the best means of remedying the situation with a view to finding some sort of transitional arrangement to get over the difficulty

These were suggestions for the consideration of the Office, and he left it to the Office to try to solve any problems that a flexible Convention of this kind might involve

The United States workers' delegate believed that the Meeting would have arrived at better results if the employers had collaborated more fully as experts He disputed the allegation that the United States did not have to meet foreign competition in the printing industry In his opinion, the best method of eliminating competition was to raise standards in the industry He also expressed the opinion that whatever the method adopted, whether that of legislation or of collective agreements, it was necessary to consider that the results achieved by the most advanced countries should be the recognised goal of those which were behind

Finally, he suggested that if the Office considered it necessary to obtain fuller information, a written questionnaire might be sent to the experts in the different countries and account should be taken

of their replies before any Draft Convention for submission to the Conference in June 1937 was prepared. That would be the time for the employer experts to consider whether they should refrain from replying

(Signed) A H W HACKE, President.

Geneva 4 December 1936

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LIST OF THE MEMBERS OF THE MEETING

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REPRESENTATIVES OF THE GOVERNING BODY

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Government group	
Groupe des employeurs	
Employers' group	M OERSTED (Danemark — Denmark)
Groupe des travailleurs	
Workers' group	

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